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MiraCosta College: The First Fifty Years

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MIRACOSTA COLLEGE: THE FIRST FIFTY YEARS

by

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The objectives of this study were to record the history of the college and to describe and interpret the leadership behavior of various people in the college in order to determine where the leadership, power, and authority resided at various times throughout the history; record and interpret the marker events that punctuated the birth, growth, and development of the college during its 50-year history; analyze the interrelationship of marker events and leadership behavior in the growth and development of the college; and, describe the distinguishing characteristics that make MiraCosta College MiraCosta College.

An historical research design, focusing of local history, was utilized including the use of primary sources, comprised of wrtten documents and twenty oral history interviews, as well as secondary sources.

Established in 1934 as a junior college department of Oceanside-Carlsbad Union High School District with an enrollment of 115, MiraCosta College today is a comprehensive, public, two-year college with an enrollment of over 9,000. A single campus district, MiraCosta College is governed by a seven-member Governing Board, each person elected at large but representing one of the seven trustee areas in which he or she resides.

Among the major marker events in the college's history were the vote by the electorate in 1934 which officially established the college: the decision by the Governing Board in 1946 not to annex the college to the newly formed north county junior college district; the first accreditation by the Western Association of Schools and Colleges in 1955; the purchase of the site for the new campus in 1961; the establishment of the Academic Senate in 1962; moving the college to its present location in 1964; the appointment of John MacDonald as superintendent/president in 1964; the annexation of the San Dieguito district in 1976; and the passage of Proposition 13 in 1978.

Throughout MiraCosta's history a stability of leadership has existed. For almost a quarter of a centuury four members of the Governing Board worked together and since 1937 only six men have served in the position of president, one of those for 18 years. Other

threads which have occurred throughout the history are those of conservatism, close identity with the community, and the concept of collegiality.

An analysis of the leadership indicated that administrative leadership throughout MiraCosta's history has focused on the development and growth of the college in terms of construction and organization. Curricular development and improvement and the fostering of collegiality have come about as a result of faculty leadership beginning in the 1960s. The research revealed that the history of the college's leadership is an uneven path from a stage just short of autocracy to a stage that involves the Board, superintendent, and faculty in a joint venture. Because of the presence of a strong academic senate and the willingness of Board, administrators, and faculty to work together, the college has developed a pattern of shared governance not often observed in other colleges.

In commemoration of the fiftieth anniversary of MiraCosta College, I dedicate this dissertation to all members, past and present, of our college community: students, staff, faculty, administrators, and Governing Board members. Each of you in your own way has contributed to the fabric that is the history of MiraCosta College.

ACKNOWLEDGMENTS

Because of the comprehensive nature of this history, I could not have undertaken the study nor completed the research without the help of several people. The twenty people listed in Appendix B were wonderful. I appreciate their thoughtful responses to my countless questions during the interview sessions, as well as their willingness to expend time and energy to support this project. I am especially indebted to John MacDonald. This history is the story he always intended to write and he tirelessly devoted hours of his time, his interest in my research and his eagerness to help never flagging. Numerous other college staff members deserve my thanks for allowing me access to files, uncovering dusty documents, searching for obscure references, and offering support at every step. Most of all, I am grateful to my family and close friends who nurtured and nudged me until at last I reached my goal. Thank you, all.

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STATEMENT OF THE ISSUE

Introduction

MiraCosta College has 106 sister colleges in California alone and like members of any family, MiraCosta College shares various commonalities with her siblings. Like the majority of others, she has her generic roots in the local high school district but is governed now by a local board elected by the people from within her district. Like those siblings that are also single-campus districts, she is led by a chief executive officer who is both superintendent and president. Like her sisters, she is required by law to admit any high school graduate or anyone else who has reached the age of eighteen. Like most of her siblings, her birth was humble, her growth slow, until the late sixties when she bloomed and blossomed and came of age. Like the other 106, she is primarily a teaching institution, offering the least expensive access to higher education in the state; and, like the others, she offers a comprehensive curriculum

that is broad enough to meet the needs of the academically-minded student wishing to transfer to a four-year institution, the occupationally-minded student desiring job skills, and the senior adult wanting courses to enrich his or her leisure hours.

While sharing these characteristics with her siblings, MiraCosta College is unique. Characteristics exist here that do not exist in the same combination at any other sister college. This uniqueness is what makes MiraCosta MiraCosta; it is what separates her from other colleges. How does one explain these differences? How does one explain, for example, that for 20 years, MiraCosta was led by the same superintendent/president? How does one explain that while other campuses have expanded curricular offerings rapidly to become pace setters in computer courses, MiraCosta hired her first full-time computer science instructor in 1981? When other districts spend time and energy in negotiations and adversary relationships between board and administration, how does one explain that MiraCosta is not involved with collective bargaining and her faculty has never threatened to strike for higher wages or better working conditions? With a certificated faculty of fewer than 100, how does one explain that of the handful of statewide academic

senate officers, in the same year, two came from the ranks of MiraCosta's faculty?

Perhaps one explains the uniqueness that is MiraCosta College, or any other college, by comparing the institution to the individual in personality. Given many of the same sets of circumstances, even genes, personalities emerge based on individual choices and adaptations. Change in direction or rate of development occurs through responses to the influence of outside interventions, over which the individual or institution has little control, in combination with the intrinsic need to grow and develop rather than to stagnate.

Just as one must combine biological, psychological, and sociological factors in order to study a whole individual, the researcher, in order to study a whole institution, must combine a variety of external factors, both sociological and psychological, which influence how the institution is engaged in its society with the internal forces of the institution that reveal how its leadership responds to the pressures generated by the people who make up the institution. Like an individual, an institution might be considered an imperfectly integrated whole, and in order to see this whole, a composite picture must be drawn. The individual threads,

or pieces must be sorted, then woven together, to form a history of an institution.

As participants in the making of the history of an institution, we are often too close to see the integrated whole. Crises occur in the life of an institution, just as they do in the life of an individual, and most generally, each crisis is met as though there existed no past, and often decisions are made as though there were no future. But we know that background assumptions do exist, that marker events in the lives of institutions punctuate, dramatize, and underlie the process of change; and, that institutions respond to them on the bases of the past values, assumptions, skills, and knowledge of the leaders and other individuals who guide the pathways of the institutions.

Purpose and Objectives

It is the purpose, then, of this study to determine the fabric of which MiraCosta College has been made. The goal of this study is to examine the threads: the values and background assumptions, the leadership behavior and marker events, which when woven result in the history that is MiraCosta College. Few would disagree with the cliche that the past is prologue and that by recording and

analyzing the past it is possible to understand more intelligently the present and to plan for the future. According to Cohen, one of the uses of educational history is to "liberate us from the burden of the past by helping us to understand it" (1976, p. 37).

The objectives of this study are to:

1. Record the history of the college and to describe and interpret the leadership behavior of various people in the college in order to determine where the leadership, power, and authority resided at various times throughout the history;

2. Record and interpret the marker events that punctuated the birth, growth, and development of the college during its 50-year history;

3. Analyze the interrelationships of marker events and leadership behavior in the growth and development of the college; and,

4. Describe the distinguishing characteristics that make MiraCosta College MiraCosta College.

Need for the Study

A review of the literature indicates that some case

study histories have been written to describe chronologically the growth and development of colleges. Few focus on topics such as the organizational structure or the institution as a political entity, and fewer concentrate on the nature of institutional leadership. There is a need, therefore, to focus on the birth, growth, and development of one college to provide a background for future discussions comparing one institution with its characteristics to others with their characteristics.

No one has ever untangled the tapestry that is MiraCosta and examined the threads which make it a whole. If we agree that institutions are vital systems, dynamic, not static, then the academic community deserves to see the institution not only as a whole, but in its separate strands in order to see patterns that have developed from past behavior, to see that the adaptations an individual institution makes to its environment create a unique being, worthy of being studied for itself, because of its distinct characteristics, as well as its commonalities. By tracing the growth and development of one college and the impact of its leadership, this study will help college leaders prepare for the challenges of the future. Perhaps by understanding how leaders have behaved in the past, we may gain insight into how they might behave in the

future. We may also better understand what leadership is and the role that leadership plays in the transition or development of an organization into an institution (Selznick, 1953). In addition, the researcher hopes that this study will help the citizens in the area understand the importance of the college to the community.

Research Design and Methodology

To record the history of MiraCosta College it was necessary to engage in an historical research design. This study has focused primarily on that portion of history known as narrow history, a term Jordan prefers over the term local history, stating that there is in effect no "such thing as local history, because the story of any locality, large or small, cannot be divorced or dissected away from its neighbors or from outside factors that have influenced it are still moulding it" (1958, p. 7).

During the period from July 1983 through June 1984 various written documents were studied and interviews were conducted. Initially, it was necessary to determine what kinds of documents were available to record the history, since no formal archives exist. Microfilms of the minutes of Boards of Trustee meeting from 1931-1960 were

available, but no hard copies of the minutes from that era exist. Hard copies of minutes and agendas for meetings of the Board of Trustees were available from 1960 to the present. College catalogues and class schedules, student newspapers and yearbooks, and accreditation self-studies and team reports were utilized. Minutes or progress reports from MiraCosta's Academic Senate were available as were various other committee reports or minutes.

Three public newspapers provided varying amounts of information. The most thorough coverage of the development of the college was available in issues of the Blade Tribune, a daily newspaper covering national and statewide events as well as those pertinent to the North County. Some articles of value were found in the Carlsbad Journal a weekly newspaper which began publication in 1925. Occasionally the San Diego Union carried a useful story about the college.

Borg and Gall (1970) state that the primary difference between historical research and other types of research used in education is that the historian uncovers or discovers data through a search of historical sources, while other researchers create data by stating hypotheses, making observations, and administering tests or other instruments in order to describe events and present

performance. As a result, many notes were taken from the sources before it became possible to tentatively separate the history into eras which appear in the study. The divisions which appear are significant only to the extent that they represent natural breaks or changes in the direction of the college.

It was necessary to subject all documentation to the rigorous tests of external and internal criticism. For no one piece of evidence, whether mute or verbal, can be used for historiography in the state in which it is discovered. It must necessarily be subjected to the action of the researcher's mind (Barzun & Graff, 1977). As the documents were sorted as to their apparent value to the interpretation of the history of the college, the researcher began to evaluate them critically and to develop an initial list of those persons who appeared to be potentially the most helpful subjects for the oral history portion of the research.

Written documents were researched according to era and notes were taken on various topics which provided the material for the chronological and thematic development of the college. Notes were made also to indicate questions that might be answered or gaps that would need to be filled through oral history interviews.

William Moss, who served as chief of the Oral History Program for the John Kennedy Library, defined oral history as a "systematic collection, arrangement, preservation, and publication (in the sense of making generally available) of recorded verbatim accounts and opinions of people who were witnesses to or participants in events likely to interest future scholars" (1974, p. 7).

Once a tentative list of narrators had been made, an initial interview was held with John MacDonald, the superintendent/president who had just retired. Having held this position for 20 years, he was able to suggest others individuals who might provide valuable information as well as the location of some documents not readily available. Because one of the primary purposes of the oral history aspect of this research was to fill in the information gaps, the researcher interviewed several people connected with the college throughout its history: community members, Governing Board members, faculty, and alumni.

Moss (1974) and others stress that oral history should be used only after the researcher has thoroughly immersed herself in the primary and secondary sources. However, a few narrators were interviewed toward the

beginning of the research study to enable the researcher to gain and develop her interview skills.

The procedure for collecting data using oral history methodology was first to make initial contact with the prospective narrator via telephone or in writing. If the person agreed to be interviewed, the time, date, and place of the interview were established, as well as the general area for exploration. The interview session itself was taped, with a few exceptions in which the narrators preferred not to have the interview taped. In most oral history interviews tapes of the interview session are kept for future researchers' use or for general publication at a later date. This researcher decided to use the tapes only as an aid to remembering the contents of the interview. For this reason, the researcher did not follow the oral historian's procedure of obtaining a legal release for use of the tape-recording and preparing the tape to be audited and signed by the narrator.

In addition to interviewing subjects to obtain historical information, some interviews were held to obtain the person's impression of leadership styles and achievements. Interviews varied in degree of formality depending upon the person being interviewed. While the researcher had a series of questions to ask each narrator,

the questions varied depending on the role the narrator had played in the development of the college, as well as the length of time he or she had been part of the college, and the interviewee's willingness to share past memories and insights. Twenty persons were interviewed; the length of the interviews ranged from 45 minutes to two hours. Because of the length of his tenure and his intense involvement with the development of the college, John MacDonald was interviewed on several occasions for a total of ten or more hours.

In researching the history of MiraCosta College, as with any other local history project, it was necessary to make decisions when sources disagreed. The researcher followed the suggestions of Felt who stated that when everything else is equal, preference must go to the source which best holds up under the following three criteria:

1. Closeness: The source closest to the event in time and space, if not an actual observer or participant.

2. Competence: The source must be capable of understanding and describing a situation.

3. Impartiality: The source with the least to gain from distortion of the record. A source may lack

> impartiality either by reason of a willingness to allow omissions and additions deliberately or by reason of emotional involvement in the event. (1974, p. 7)

Limitations of the Study

Because history, according to Handlin (1979), is the distillation of evidence surviving from the past, one is able to pass judgment upon documentation and upon observers' reports of what they thought they saw (1979). Jordan cautioned, however, that "history is not a tissue of disconnected accidents but is the act of comprehension and understanding . . . . The nature of history is never revealed as a sudden dazzling vision . . . because it is difficult to define the nature of man . . . . The historian works with values as well as facts" (1958, p. vi).

The limitations of any historical research are many. In order to use the methodology of oral history in a manner acceptable and credible, its limitations must be remembered.

1. Oral history is patently and unavoidably a collection of subjective evidence which must be treated critically, but within the context of the

interview.

2. It is relatively easy to do bad oral history: to be careless or less than thorough, or less than honest.

3. Oral history is only one of the tools to be used in completing an historical research. (Moss, 1974, p. 11)

Additionally, Felt (1974) stressed the fact that in choosing the narrator the researcher must remember that it is not enough that the interviewee was there; the researcher must keep in mind what the interviewee's capacity is to understand and explain the event and what has happened to him or her since then to flavor or dull his/her recollection (1974). In conducting the interviews for this research study it was necessary to keep in mind that time is an important factor in recording and evaluating an event. In general, people have a tendency to idealize the past, especially in times of present turmoil such as that which exists today on most community college campuses. Additionally, during the interviews people exhibited varying degrees of candor and it was not always possible to determine how candid and how complete the interviewees chose to be. For some of the narrators

time and a multitude of events had dulled their memory, leaving only general feelings or selective details.

Time presented another limitation in that many of the principals in the events shaping the college have since died. For example, of the six faculty members who initiated the idea and implemented the organization of the Academic Senate in 1962, only two are still alive. Likewise, one of the college deans who served for ten years had suffered a stroke just prior to this writing and has died subsequently. The whereabouts of a few other persons who might have contributed to the story of the college are unknown.

That these people have died or were unavailable was a contributing factor to another limitation of the study: the shorthand style of the minutes of the Governing Board and other meetings. Without an interview to enhance the documentation, it was often difficult to detect the flavor or the intensity encompassing decisions which were made.

Accreditation self-studies and the accompanying accrediting teams' recommendations were valuable documents, but they were limited because of the subjective nature of the reporting. Anyone familiar with accreditation recognizes the value of such data, but

admits that there may be areas of concern overemphasized or not mentioned at all because of the very subjective nature inherent in the accreditation procedure.

Another limitation of the study is that the researcher has been employed by MiraCosta College for the last twelve years. Because the college community is small, the researcher is personally acquainted with most of the persons interviewed and this may have introduced bias into some of the discussions, even though the researcher made every attempt to remain objective. It is hoped that the reader will understand that had the decision been made not to write the history of the college because of this limitation, there would be no recorded history of MiraCosta College.

Finally, several aspects of MiraCosta College's history have been deliberately excluded, and this also limits the study. The focus of this study has been on the development of the institution and the relationship of those in institutional leadership roles to the development of the college. As a result, such topics as student activities, external and internal fiscal policy, and details of curriculum, faculty and staff development are discussed only superficially.

Definitions

Throughout the study a few terms are used which may need definition or exlanation to avoid confusion.

Collegiality is perhaps the most elusive of these terms. Richman and Farmer (1974) state that the collegial model of governance "is based on the notion of a collegium or community of scholars . . . . It is a rather ambiguous concept that favors full participation in decision-making, especially by the faculty" (p. 28). Richman and Farmer conclude that collegiality has a "very strong harmony bias that assumes away the possibility of conflict" (p. 29). At MiraCosta college collegiality has been defined and redefined to include a variety of meanings which vary from "listening to the input of everyone who is affected" to "letting the faculty make all the decisions." The researcher makes no attempt to further define collegiality except to note that the idea of shared governance is a basic premise.

Governance at the community college level encompasses both the structure and the process whereby decisions about purpose, policy, procedure and performance are made. The legal power for such governance rests at the state level with the Governing Board of the California Community

Colleges and at the local level with the Governing Board of MiraCosta College. However, because of the premise of shared governance, the MiraCosta College Governing Board has delegated much of its authority to administrators, faculty, and staff of the college.

The terms junior college and community college are sometimes used interchangeably. Historically, the term junior college was used to describe those colleges offering the first two years of college education. Community college became the official title of California's public two-year colleges when the California Community College's Board of Governors was formed in 1967, following a 1960 master study of higher education in which the mission of the two-year college was delineated to include the meeting of community needs as well as the typical college students' needs.

Average Daily Attendance [ADA] is a term used throughout the study to describe the method by which community colleges receive finanacial support for students in attendance. This is a complicated formula which divides the number of hours of student attendance per course by a predetermined rate, multiplied by various factors which finally establishes the amount of money each college receives for its students.

As the college evolved, the term superintendent was used to identify the position of the chief executive officer. From 1934 until 1960 the term superintendent was used to identify the position of the chief executive officer for the Oceanside-Carlsbad Union High School District which included the junior college. From 1934 until 1952, the person in charge of the college was called the dean and reported to the superintendent. For a brief time in the 1950s the person occupying this position was referred to as the director; later, he was identified as the president of the college, but he continued to report to the superintendent of the district. Between 1960 and 1964, the term superintendent was used to indicate the one person who was chief executive officer for both the Oceanside-Carlsbad Union High School District and the Oceanside-Carlsbad Junior College District. During that time the president of the college reported to the superintendent, as did the principals of the high schools. From 1964 to the present, the term superintendent/president has been used to describe the one person who occupies the position of both superintendent of the college district and president of the college.

Within the context of this study the term marker event has been used to denote an event in the life of the

college of such significance that the direction of the college was altered or reinforced in such a way as to make a difference in its growth and development.

In several instances within the text references are cited as personal communications. Such a citation indicates that an interview was conducted with the person mentioned. Appendix B lists all of the persons interviewed and states their position with the college during the era for which they provided information.

Organization of the Study

Chapter II contains a review of related literature on leadership. The review deals with leadership in four areas: leadership as a construct, leadership and management, characteristics of leadership, and institutional leadership.

Chapter III provides a background to the community colleges. The chapter begins with a section which briefly describes the history of the junior/community college movement both nationally and in California. The second section deals with a review of case studies which have been written concerning the history of two- and four-year institutions.

Chapter IV contains the history of MiraCosta College. An historical study requires a chronological orientation. Because this study is a compilation of the persons, events, and procedures involved in the development of the college, it also requires a topical treatment. An attempt has been made to treat the data both chronologically and topcially. There are six subsections divided chronologically: the founding years: 1932-34; the early years: 1934-49; the formative years: 1950-64; the growth years: 1964-78; the retrenchment years: 1978-84; and MiraCosta: 1984. The data within each subsection are treated topically and vary according to the major occurrences within the chronological period. Each topic is introduced by a subheading to aid the reader in the transition from one topic to another.

Chapter V deals first with the interrelationships between the marker events in the college's history and those involved in positions of leadership. A discussion of leadership throughout the college's history is then presented.

Chapter VI contains a summary of the research and some suggestions for future study.

CHAPTER II

REVIEW OF THE LITERATURE

Introduction

One of the objectives of this study was to interpret the leadership behavior of various people in the college in order to determine where the leadership, power, and authority resided at various times throughout the history of the collge. Another objective was to analyze the interrelationships of marker events and leadership behavior in the growth and development of the college.

Because the study included both a history of the institution and a discussion of those in positions of leadership, it is appropriate to survey the literature which treats the historical development of both two- and four-year colleges and universities in a variety of ways as well as to review literature dealing with the theoretical perspectives of leadership. It is also instructive to view institutional leadership as a means of providing a framework for the discussion of leadership within the context of an academic institution.

Thus, the review of the literature has been divided into two chapters. This chapter deals with leadership and has been divided into four areas: leadership as a construct, leadership and management, characteristics of leadership, and institutional leadership. Chapter III considers the studies dealing with histories of college.

Leadership

Leadership as a construct

In discussing leadership as a construct, brief summaries of various definitions and theoretical perspectives of leadership are presented in order to acquaint the reader with the complexity and diversity of definitions of leadership. Discussion of the functions and types of leadership as well as the theories of leadership is complicated by the difficulty in defining leadership and separating it from headship and management. Bass asserted that there are "almost as many different definitions of leadership as there are persons who have attempted to define the concept" (1981, p. 7).

"Leadership is a universal human phenomenon . . .[and] the study of leadership is an ancient art" stated Bass (1981, p. 5) and Burns claimed "leadership is

one of the most observed and least understood phenomena on earth" (1978, p. 2). In the revised edition of Stodgill's Handbook of Leadership, Bass (1981) compiled a definitive catalogue which includes most of the research and theory known about leadership. Bass began his thorough treatise on leadership by presenting ten concepts of leadership and the major researchers or theorists associated with each concept. Briefly summarized, the concepts are as follows.

1. Leadership as a focus of group processes--These theorists tend to view the leader as the focus of, or central to, group change, activity, and process. Bass commented that while centrality of location in the group is thought to be of consequence to the control of communications and is thus likely to place a person in a position of leadership, centrality cannot be equated with leadership.

2. Leadership and its effects--This concept appealed to early theorists who "sought to explain why some persons are better able to exercise leadership" (p. 8). These theorists tended to regard leadership as a one way influence effort, failing to acknowledge the reciprocal and interactive characteristics of the leadership situation.

3. Leadership as the art of compliance--Theorists tended to regard leadership as a "unidirectional exertion of influence and as an instrumentality for molding the group to the leader's will" (p. 9) regardless of the rights, desires, or necessities of the group members.

4. Leadership as the exercise of influence--These theorists recognized the fact that individuals differ in the extent to which their behaviors affect activities of the group. This view implies a reciprocal relationship between leaders and followers, not one characterized by domination or induction of compliance on the part of the leader.

5. Leadership as an act of behavior--Proponents of these theories defined leadership in terms of how the leader behaves while engaged in the course of "leading and coordinating the work of his group members" (p. 10).

6. Leadership as a form of persuasion--Theorists who favor this concept tend to be students of politics and social movements since persuasion is a powerful instrument for shaping expectations and beliefs without the implications of coercion.

7. Leadership as a power relation--These theorists

tend to define leadership in terms of differential power relations among members of a group.

8. Leadership as an instrument of goal achievement--Many theorists included this idea which measured leadership in terms of its effects on group performance (p. 12).

9. Leadership as an emerging effect of interaction--These theorists viewed leadership not as a cause or control of group action but as an effect of it. This group called attention to the fact that emergent leadership grows out of the interaction process itself (p. 12).

10. Leadership as a differentiated role--This theoretical perspective is based on the sociological assumption that each member of society "occupies a status position in . . . various institutions and organizations. In each position, the individual is expected to play a more or less well-defined role. Leadership may be regarded as an aspect of this role differentiation" (p. 13).

In summary, leadership may be viewed as a focus of group processes, the exertion of influence--either one way or reciprocal--an act of behavior, a power relation or

instrument of goal achievement, a differentiated role within society, and/or an effect of the interaction process.

In addition to the various dimensions of leadership, Bass summarized the theoretical categories and models of leadership perspectives beginning with the great man theory whose proponents believe that history has been shaped by great men. Next, he described trait theory in which theorists believe that "if a leader is endowed with superior qualities that differentiate him from his followers, it should be possible to identify these qualities" (p. 27). Environmental theories are those which focus on the emergence of great leaders as a result of time, place, and circumstance. Personal-situational theorists were the first to conclude that no behavior occurs in a vacuum; rather, any "theory of leadership must take into account the interactions between the situation and the individual" (p. 29). Freud and several others researched leadership based on a psychoanalytic orientation.

Bass then described a series of interaction-expectation theories in which leadership is based on a variety of roles and the interaction of persons in those roles. Humanistic theorists are concerned with

the development of effective and cohesive organizations (p. 33). Exchange theories are those based on the assumption that leadership implies "an equitable exchange relationship between leaders and followers" (p. 34). Behavioral theories concentrate on the interactive effects of leaders and followers on each other. Perceptual and cognitive theories include "attribution, system analysis, and rational-deductive approaches" (p.35).

According to Bass, the implications of these many theories are that researchers no longer explain leadership only in terms of the leader, the group, or the situation. Rather, they believe that characteristics of the individual and demands of the situation interact in such a manner as to permit one, or perhaps a few persons to rise to leadership status.

Thus, in viewing the interrelationship of the leadership behavior and the marker events in the history of the college it was critical to remember that leadership does not occur in a vacuum, that in addition to its various definitions and functions, leadership must be viewed in relation to the group and the situation.

Leadership and management

In organizational literature the terms leadership and

management are often used synonymously. Some researchers view the terms as thoroughly discrete, while others treat leadership as a subset of management. The following section reviews the literature concerning the concepts of management and leadership first from the evolution of the theories, then according to views expressed by leading theorists and researchers.

In a discussion of the organizational literature, Hunt stated that some researchers fail to discriminate between leadership and management, while others "differentiate to the point where they fail to consider the relationship between the two . . . . Thus, a whole body of leadership research has developed independently from a body of managerial behavior research" (1984, p. 116).

Thus, it is apparent that various definitions of leadership have evolved from early studies of both management behavior theory and leadership theory. While there seems to be common agreement among researchers and theorists that leadership involves some kind of influence, is interactive with followers, and is contingent on the situation, great variance exists in the perceptions of theorists as to the relationship of leadership to headship and leadership to management.

Bass avoided the problem in his statement "leadership can be conceived to include headship or the two concepts can be completely differentiated" (1981, p. 14). Bass reported that Gibb distinguished between the two as follows:

> (1) Headship is maintained through an organized system and not by the spontaneous recognition, by fellow group members, of the individual's contribution to group progress. (2) The group goal is chosen by head persons in line with their interests and is not internally determined by the group itself. (3) In headship, there is little or no sense of shared feeling or joint action in pursuit of the given goal. (4) In headship there is wide social gap between the group members and the head, who strives to maintain this social distance as an aid in the coercion of the group. (5) The leader's authority is spontaneously accorded by fellow group members and particularly by followers. The authority of the head derives from some extra-group power which he or she has over the members of the group, who cannot meaningfully be called followers. They accept domination on pain of punishment, rather than follow (in anticipation of rewards). (cited in Bass, 1981,

p. 213)

Bass added that Kochan, Schmidt, and de Cotiis in their 1975 study agreed with Gibb because they saw that managers, executives, agency officers and so on do much more than just lead (cited in Bass, 1981, p. 15). According to Bass, leaders can still gain commitment to goals without the necessity of using their status or position.

Supporting the view that management and leadership differ, Segal argued that because each was developed, tested, and refined "in the context of different scientific, disciplinary traditions" management and leadership became confused with each other. As a result, we risk losing at least a part of what is essential and even unique to each (1981, p. 41).

Segal traced the development of the current concepts of leadership to theories of social organization derived from 19th century French and German social thought. August Comte's focus in 1875 was on social structure, and according to Segal, Comte's perspective was that leadership, largely a process of coordination, was "a reflection of the cooperative distribution of function in an organization or society in order to achieve shared

goals" (p. 42). Segal credited Emile Durkheim with moving from an assumption that social structure was a given to "a concern with the relationship between the individual and the collectivity" (p. 42). Durkheim, according to Segal, asked why people shared common views and why human behavior is guided and restrained by the social environment.

Segal observed that German theorists Max Weber and Georg Simmel produced research which ultimately had a great impact on modern theories of leadership. Segal stated "Simmel (1950) brought to the study of social organization a concern with the forms and consequences of social interaction among people, and a recognition that social structure was a reflection of these interactions (1981, p. 42). Similarly, Weber, although probably best known for his theory of bureaucratic organizations, recognized that the major structures of society reflected interactions among people (cited in Segal, 1981, p. 42).

Segal believed that while these social science theories regarding leadership were rooted in concerns about the "pursuits of collectivistic goals and the functioning of groups," the field of management theory has been more strongly associated with "the individualism of Herbert Spencer and other social Darwinists . . . and the

utilitarianism of the classical economists: Smith, Ricardo, Mills, and Bentham" (p.45). Management orientation focuses on the desires of the individual to maximize payoffs and on making decisions based upon a rational calculus, rather than a striving together to achieve collective goals which is found in leadership. Tradtional management behavior "does not assume that individuals are committed to group goals. It merely assumes that they will have individual interests in the fulfillment of those goals" (p. 45).

Segal concluded his discussion on the need to separate management and leadership theories by stating "I hasten to emphasize that the differentiation of leadership and management that I propose is not universally accepted . . . by organization theorists" (p. 65).

Zaleznik, however, supported Segal's claims: "The truth of the matter is . . . managers and leaders are very different kinds of people. They differ in motivation, personal history, and in how they think and act" (1983, p. 125). The manager aims at "shifting balances of power toward solutions acceptable as a compromise among conflicting values . . . and acting to limit choices" while leaders "project ideas into images that excite people" (p. 129). Additionally, "leaders work from high

risk positions . . . especially where opportunity and reward appear high" (p. 129).

Howe made a strong case for the need to separate management from leadership. "There is a growing danger of confusing leadership with some combination of management and skill at conciliation among opposing constituencies of an institution. Management and conciliating skills are important, but the sum of the highest possible development of each does not add up to leadership" (1977, p. 21).

However, other researchers claim that the distinction between leadership and management is an artificial one. Indeed, early landmark studies of leadership seemed not to differentiate between the two terms. Among the pioneers in the study of leadership theory were Likert, McGregor, and Argyris. All three used the terms interchangeably and concentrated on the behvior or styles of the leader or manager. For example, Likert (1961) devised what he termed a System 4 organization in which the leadership process involves complete trust and confidence in subordinates and they reciprocate in kind. Mutual support exists and ideas on solving job problems are offered by subordinates and are used constructively by the managers. He viewed the leader or manager as a linking pin between those above him or her and the subordinates.

McGregor (1966) compared two ideal management philosophies to which he gave the terms Theory X and Theory Y. According to McGregor, leaders who operate according to the basic assumptions of Theory X are apt to believe that the average person is by nature indolent, unambitious, self-centered, resistant to change, gullible, and not very bright. Argyris elaborated further by stating that such a leader is a Pattern A-hard which is characterized by no-nonsense behavior, assuming tight controls, and maintaining close supervision; or, a Pattern A-soft which is characterized by being persuasive and winning people through benevolent paternalism.

McGregor's alternative to this behavior is Theory Y and Argyris' is Pattern B, wherein leaders believe that people are not passive and that people want change, that an essential task of management is to organize people to maximize the potential of human resources, and that more trust and concern for feelings must be part of the leader's or manager's behavior.

Not only the pioneers of leadership theory believed that the concepts of leadership and management are interchangeable, many current researchers continue to be so persuaded. Hunt is representative of these theorists:

"It is the contention here that the separation of managerial behavior and leadership is an artificial one that is an accident of the way areas developed" (1984, p. 134).

In addition to theorists who believe that leadership and management must be treated as discrete and those who believe that the concepts are synonymous, there are those whose research suggests that leadership is a part of management and that leadership is only one of the many skills exhibited by a manager.

Of the researchers who believe that leadership is embedded within a whole host of managerial duties Mintzberg stands out. Mintzberg (1983) theorized that leadership is only one of the ten roles a manager plays and that the leadership role arises directly from formal authority which vests in the manager great potential power. He saw the role of leadership, however, as determining to a great extent how much of the potential of power may be realized.

Sayles (1980) also viewed leadership as one aspect of management. Leadership is a skill that good managers must have. Leadership skill includes the skills of asserting influence and power and having the power to command and

expect responsiveness. Managers who exhibit leadership skill will be responsive to requests for aid, assistance and communication; have the energy and perseverance to keep circulating among their followers; and dispense adjudication that resolves conflicts and relieves pent up tension among subordinates.

Stewart stated that part of a manager's job is leadership which she defined in terms of influence. According to Stewart, "demands, constraints, and choices serve as contingencies bearing on the amount and kind of influence available to the manager and appropriate for him or her to use" (1983, p. 120).

According to Broedling, the importance of a definitional framework such as Mintzberg's or Stewart's has been to advance our study of leadership because it indicates that leadership does not occur in a vacuum, apart from other duties and functions. There are very few instances in which a person functions solely as a leader. "Almost all people in positions of leadership also have additional managerial duties . . . . A better understanding of the function of leadership can only be attained through a better understanding of the function in relationship to other managerial functions and to the total demands placed on the manager" (1981, p. 75).

In an attempt to summarize research on leadership and management, researchers at the University of San Diego have prepared a chart depicting the differences between leaders and managers as well as illustrating the way in which characteristics of both might occur in one person (see figure 1). Such a summary serves to minimize the conceptual confusion and polarities which portray leadership and management as synonymous or discrete.

Characteristics of leadership

Whether or not researchers view leadership and management as discrete or synonymous, most agree that leaders are decision makers and Burns maintained that most of the world's decision makers "must cope with the effects of decisions already made by events, circumstances, and other persons . . . must act within narrow bounds . . . . Dramatic decision making may lead only to cosmetic change . . . . A realistic and restricted definition of policy and decision leadership is necessary to a serviceable concept of social change" (1978, p. 413-14).

By social change Burns meant "real change--that is, a transformation to a marked degree in the attitudes,

MANAGEMENT	LEADERSHIP
1. Sense of order	1. Messy
2. Maintenace/status quo objectives	2. Change/initiative objectives
3. Guided by objectives of organization	3. Guided by objectives of followers
4. Here and now, sense of history, predictable, interpolate, has parameters	4. Then and There, sense of future, imaginative, extrapolate, undefined
5. Reactive	5. Proactive
6. Uses authority primarily	6. Uses influence primarily
7. Process oriented	7. Substance/value/purpose oriented
8. Manager wedded to organization	8. Leader wedded to cause
9. Conflict control/resolution	9. Conflict creation/use
10. Rational	10. Intuitive
11. Incremental change	11. Redistributive change
12. Argyris' Model I	12. Argyris' Model II
13. Develops people according to the needs and wants of the organization	13. Develops people by transforming their needs and wants to a higher level
14. Managers take direction from the organization and culture	14. Leaders give direction in order to redefine or add to the culture

Leaders and managers both:
- operate within organizations
- use human relations
- communicate
- keep things moving forward
- use power
- deal with needs and wants
- educate by example and instruction
- are goal oriented
- need people to help them achieve goals
- delegate
- establish relationships
- manipulate (in the good and bad senses)
- mobilize resources (human and material)
- are highly visible
- motivate people
- are tranactional (exchange things)

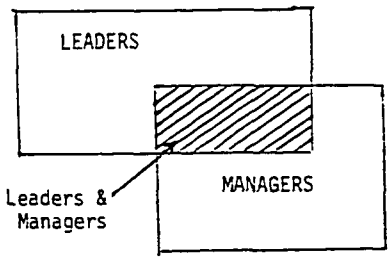


Figure 1. Leadership/Management

institutions, and behaviors that structure our daily lives" (p. 414). He added that the leadership process must be defined as carrying through from the decision making stages to the point of concrete changes. "Planning for structural change is the ultimate moral test of decision making leadership inspired by certain goals and values and intent on achieving real social change" (p. 414).

Baldridge et al., supported Burns' concept that change is the test of leadership in their discussion of university presidents. "Under the political model the leader is a mediator or negotiator between power blocs . . . . The contemporary president must play a political role by pulling coalitions together to fight for desired changes . . . . The key figure today is not the president, the solitary giant, but the political figure surrounded by staff" (1977, p. 22).

If we accept that managers when behaving as leaders, or leaders apart from managers, are decision makers and that planning for structural change is the ultimate test of decision making leadership, we must look at how leaders effect change.

Most researchers tend to agree that in its essence leadership includes three basic elements either singly or

in combination: people, processess, and systems (Hanson, 1979). Broedling added that "most leadership definitions have emphasized either group processes, personality, inducing compliance, exercising influence, persuasion, goal achievement or task orientation" (1983, p. 73).

Hunt in his chapter on organizational leadership, stated that "In the organization leadership literature, leadership is typically treated as a form of interpersonal influence" (1984, p. 116). This is illustrated by some excerpts from various theorists writing about leadership. Zaleznik stated that "leadership inevitably requires using power to influence the thoughts and actions of other people" (1983 p. 123). Hersey and Blanchard stated that "most management writers agree that leadership is the process of influencing the activities of an individual or group in efforts toward goal achievement in a given situation" (1977, p. 84). Burns reported that leadership must be seen as a process whereby leaders engage and mobilize the human needs of followers. He maintained that leadership is interactive with followership: that while leaders must anticipate the needs of followers, followers influence leaders. He also suggested that to define leadership in "terms of motivation, value, and purpose is to glimpse its central role in the process of historical

causation" (1978, p. 433). Rost provided an operational definition of leadership as "a process wherein persons (leaders) who have the motivation to act and a purpose for acting exert influence in a competitive situation by mobilizing resources that engage other persons (followers) to act in ways that realize goals mutually held by both leaders and followers" (1983, p. 1).

If researchers and theorists use influence as the thread common to various definitions of leadership and if influence is the means leaders use to effect change, it means technically that anyone who influences anyone can be a leader in that particular instance. Thus, it is possible to speak of informal leaders in a work situation as well as the group or institution's formally designate manager (Hunt, 1984). In some instances, too, it is useful to remember that leaders might be supervisors who influence group members by means of formal rewards and punishments and or contractual obligations in a reciprocal process, or they may influence members of the group through interpersonal relationship processes without resorting to the authority or power inherent in a position. Hunt believed that managers who have built up a good exchange relationship tend to be able to use leadership as opposed to supervision in many dealings with

subordinates.

Levinson noted that people are not automatically leaders because they are in the position of manager. He saw leadership as power. "They may temporarily hold leadership positions . . . if, however, they do not operate their corporations as others expect they should, or if they do not exercise responsible community leadership they will lose their power" (1981, p. 56). Maccoby added that leaders only succeed when they "embody and express, for better or worse, values rooted in the social character of the group, class, or nation" (1981, p. 23).

In summary, this discussion has indicated that leadership is comprised of many components or characteristics. Leaders are decision makers who have vision and through influencing others and being influenced by others they have the potential to effect change.

Institutional leadership

Since this study involved the history of a community college and a discussion of those who served the college in various leadership positions, it is helpful to review the literature of leadership within institutions in order to fit the theoretical into reality.

In discussing institutional leadership, Selznick cautioned that we must "observe the interrelationship of policy and administration" (1957, p. 3). An institution is a natural product of social needs and pressures, a responsive, adaptive organism. In studying an institution we must pay attention to its history and to the way it has been influenced by the social environment. We may be interested, claimed Selznick, "in how the organization adapts itself to existing centers of power in the community, often in unconscious ways; from what strata of society its leadership is drawn and how this affects policy. . .(p. 3).

Baldridge et al., observed that discussing leadership within academic institutions was a greater problem, claiming that academic instituions differ to such an extent that traditional management theories do not apply.

> Goals are more ambiguous and diverse. They serve clients instead of processing materials. Their key employees are highly professionalized. They have unclear technologies based more on professional skills than on standard operating procedures. They have "fluid participation" with amateur decision makers who wander in and out of the decision

process. (1978, p. 9)

While it may be difficult to apply traditional management theories to academic institutions, it is possible to look at leadership within an academic institution and to understand the varying roles of those in leadership positions within the segments of the institution.

Because community colleges are academic institutions governed by boards of trustees, it is helpful to understand the role of this group in terms of institutional leadership. Boards of governance have a variety of official titles: boards of trustees, directors, governors, boards of education, etc. More important than the title is the role these boards play.

Zoglin pointed out that historically the dilemma particular to community college boards was one of trying to blend secondary and higher education practices to suit the particular needs of the public, two-year college. Recalling early public school boards, Zoglin wrote "those early school boards were chosen to run the schools and they carried out their mission faithfully. They chose the teachers, told them what to teach and how to think" (1976, p. 7). Eventually, as districts expanded there was a need

to hire professional managers to whom these boards delegated some authority, but neither faculty nor students were given much chance to participate in running the public schools.

In the context of academic governance, Zoglin explains "'power' refers to the ability of individuals or groups to control the policy making processes. 'Authority' refers to that power which is invested in a specific office or role, while 'influence' connotes the use of informal rather than formal procedures, persuasion rather than orders" (1976, p. 84).

In a single campus district such as MiraCosta College the governing board's principal functions include (1) ensuring that the institution is financially solvent, (2) providing for competent administration of the campus through appointment and dismissal of executive officers, (3) monitoring the quality of instruction and student performance, (4) serving as the "court of last resort" by resolving internal disputes among administrators, faculty and students, and (5) acting as a buffer between the institution and society (Riley, 1977, p. 229).

Today, while boards have final authority they generally delegate much of their power and authority to

others, most often the college president and the faculty who use their ability to influence each other as well as other segments of the college community to effect change.

Because a board delegates some of its power and authority to the leader of the institution, that leader assumes certain responsibilities, regardless of the board's expectations. In a discussion of institutional leadership, Selznick maintained

> The function of leadership is to define the goals of the organization and then design an enterprise distinctly adapted to these ends and to see that the design becomes a living reality . . . . The purpose of leadership is to infuse an enterprise with significance beyond the requirements of day by day operation . . . . This institutional leader is primarily an expert in the promotion and protection of values. (1957, pp. 28, 37)

In emphasizing the responsibility of the chief executive officer, Heynes observed "By definition, it is a prime concern and a principal responsibility of leadership of higher education to identify, understand, and find solutions to the problems facing our nation's colleges" (1977, preface).

Hesburgh added that it was the responsibility of a leader to have a "personal vision of where he or she wants to lead, but just having it won't do it. Effective leadership means getting the best people you find to share the vision and to help in achieving it" (1977, p. 4).

Because the chief executive officer of an academic institution must have a personal vision and has the responsibility to define the goals of the institution and to protect the values of the organization does not necessarily guarantee that he or she is the most effective leader or even the one best person to serve the institution as chief administrator. Walker, in a speech to administrators of academic institutions, cautioned those in the audience not to think of themselves as the one best person for the job as leader of the institution. "Remember, in most cases, you were not hired because you are the best. You were hired as the compromise candidate" (1984).

In academic institutions there is a need for compromise candidates. In institutions of higher learning a combination of factors exists which has no parallel in most other institutions or organizations. According to Richardson, "three distinct internal constituencies exist, each with its own structure but interrelated both through

functional requirements and through a governance structure" (1977, p. 119). These three constituencies--students, faculty, and administration--are governed legally by a board of trustees. While students may be regarded as consumers or clients, they have a relationship to the other constituents which differs from most client relationships. Students are neither patients nor inmates and they do not consume a product. In fact, they may be considered the product. And, while faculty members are employees, they are professionals, specialists in their academic disciplines, which demands "by its nature a relationship to the organization different from that required in the typical business or production enterprise" (Richardson, 1977, p. 119).

Walker, in The Effective Administrator recalled the stereotype of the "old time" president.

> He was a cross between Billy Graham and a shark. He knew what he wanted, and he got it. He dominated his institution and the people in it. He never appeared before a student council to ask for advice or went grovelling to the legislature to beg for money. When he called a faculty meeting, as often as not it was to churn into rectitude the rascals who dared oppose him. (1979, p. 20)

Acknowledging that that style of managing a university is no longer appropriate, he added that today the heart of the moral vision of the college or university is the centrality of the individual.

Baldridge maintained that professionals, such as college professors, do not consider themselves subordinates, rather "professors demand work autonomy and freedom from supervision; they base their work on skill and expertise and demand to be left alone to apply them" (1978, p. 22). Richardson emphasized also that the president is no longer the supreme arbiter or power figure in institutional politics. "If a president wishes to influence a faculty, he must in turn be prepared to be influenced by them" (1977, p. 130).

Many researchers have emphasized that it is not enough for leaders of institutions to have personal visions, they must have visions and goals that encompass institutional values and goals. Richardson observed that a president is a mediator who has as a major responsibility the reconciling of opposing interests while at the same time preserving institutional goals and directions (1977, p. 128). Selznick (1957) emphasized that an executive becomes a statesman as he makes the

transition from administrative management to institutional leadership. This transition is marked by a concern for "the evaluation of the organization as a whole, including its changing aims and capabilities" (p. 5). Cohen remarked that it is the chief administrator's responsibility to insure institutional perpetuity (1977, p. vi).

Thus, we observe that leaders of academic institutions may behave like leaders in any situation, but their visions, goals, and plans for change must encompass the academic institution's goals and values.

This review of the literature has focused on leadership as a construct, leadership and management, some characteristics of leaderships, and leadership within institutions. The purpose of this review has been to provide a background for the discussion of the leadership behavior of those in leadership positons at MiraCosta College during its fifty-year history.

CHAPTER III

COMMUNITY COLLEGE HISTORY AND INSTITUTIONAL CASE STUDIES

Introduction

What follows is a brief history of the community college and a review of the literature which deals with case studies of the histories of various two- and four-year postsecondary institutions. Before tracing the history of MiraCosta College, it is instructive to trace the development of the junior/community college movement nationally as well as within the state of California. Doing so provides a framework which puts the history of MiraCosta College in perspective with other colleges similar in mission and purpose.

Community College History

National

As early as the 1850s, American university presidents deplored the fact that the first two years of the American

liberal arts college were not truly collegiate, but belonged more appropriately to the high schools. Many believed as did Henry A. Tappan, University of Michigan president, that the universities should be freed from the necessity of providing the "capstone years of secondary education" so that they might more rightly become true universities" (Thornton, 1972, p. 48). Tappan's thoughts were echoed by University of Minnesota's president, William Watts Falwell in 1869, but neither succeeded in achieving such a goal.

University of Chicago president, William Rainey Harper, in 1892 became the first to succeed in separating the four years of college: the first two years at the University of Chicago were called the Academic College and the final two years, the University College. Four years later, the Academic College became known as the Junior College, and what had been known as University College was changed to Senior College (Thornton, 1972).

By the turn of the century, leaders of colleges on the west coast also began to voice interest in the removal of the first two years of collegiate study. Stanford College president David Starr Jordan agreed with Harper that the first two years of college should be relegated more appropriately to the high schools. Dean Alexis F.

Lange of the University of California supported Jordan, commenting that the difference between the first two years of college and high school was only a matter of degree.

According to Thornton, historians disagree as to which two-year college came first, but there seems to be little dispute that the first public junior college was established in conjunction with a high school at Goshen, Indiana, but it was later discontinued. The oldest public junior college still in existence since it opened in 1902 is Joliet Junior College in Illinois.

Neither Tappan, Falwell, Harper, Jordan, nor Lange really advocated the establishment of an independent junior college. Basically, their main concern was with the reformation and strengthening of the American university and its then current offerings. Thus, the period from 1850 through the first two decades of the twentieth century has been aptly labeled the "Preparatory Period."

Even so, Harper and his colleagues were responsible for the early growth of the two-year colleges which attempted only to duplicate the first two years of the typical college curriculum. The second stage of junior college development has been termed by Hillway (1958) as

the "Formative Period." During this 20-year span, the two-year schools could be categorized into one of three types: extensions of the high schools or academies, new institutions formed by the amputation of four-year schools, or entirely separate two-year colleges.

The American Association of Junior Colleges was established in 1920. By this time there were nearly 200 such institutions with 15,000 students (Hillway, 1958). During the next two decades the growth and expansion of the junior college movement was dramatic. Hillway terms this era the "Period of Diversification," for it was during this time many institutions that specialize in vocational and adult education entered the field. Much of the increase in student enrollment during these years may be attributed to the introduction of occupational education, due to federal legislation as well as wide-spread unemployment during the depression years of 1929-37. The federal government promoted the idea that those with more training would have a greater advantage in obtaining employment.

Thornton reported that as early as 1930 Nicholas Ricciardi defined the function of the community junior college in the first issue of the Junior College Journal. This statement has served as a model for several later

definitions:

> A fully organized junior college aims to meet the needs of a community in which it is located, including preparation for institutions of higher learning, liberal arts education for those who are not going beyond graduation from the junior college, vocational training for particular occupations, usually designated as semi-professional vocations, and short courses for adults with special interests. (p. 55)

Thornton added that even with the addition of college level occupational curriculum to the transfer curriculm, the junior college did not achieve full status as a community college until adult education and community services became an accepted part of its mission.

The introduction of adult education courses began in some colleges in the 1940s due to the drop in enrollment caused by World War II. In some cases a national emphasis on training for defense work served to stimulate the colleges to engage in such community activitiy as a temporary measure, but the offerings proved so valuable that most colleges continued to offer them after the War.

The end of World War II brought a tremendous increase

in the enrollment and establishment of new two-year colleges as a multitude of young veterans returned home to pursue or continue their interrupted college education. From this time until the late seventies, community junior colleges continued to be established and to flourish, expanding their courses to meet the needs of the people in their communities.

Having what has become known as the open-door concept, the community colleges reflected the nation's concern for those outside the mainstream and began to recruit students who otherwise would not have the opportunity to attend college, often through federal categorical aid programs. Colleges began to open centers in target neighborhoods for those unwilling or unable to travel to the main campus; child care centers were established to encourage parents, often single parents, to continue their schooling; and, active recruiting encouraged minority students and those who had long interrupted their studies to attend college. The widespread use of federal or state categorical funds provided accessibility to groups who otherwise might have been without resources to attend community colleges.

California

The history of the junior/community college movement in California paralleled that of the growth of such colleges throughout the nation, except--as one might expect--the movement was more intense and the expansion more widespread in California. In 1907 California enacted its first law establishing public junior colleges. Proposed by Senator Anthony Caminetti of Amador County, the law allowed public high schools to offer a two-year postgraduate course of studies. In 1910 the Fresno Board of Education was the first in the state to authorize such a course of studies in conjunction with the high school. As a result, Fresno Junior College became the first institution of its type in Calfornia (History of Junior College [hereafter JC] Movement in California,1964; Price, 1958). While there was no charge for students who lived within the school district, out-of-district students were charged $4.00 a month tuition (History of the JC Movement, 1964).

By 1915 the California State Attorney General had ruled that the attendance of students enrolled in these postgraduate courses could no longer be counted toward the apportionment out of the state high school fund. Will C. Wood, Commissioner of Secondary Schools and later Superintendent of Public Instruction, challenged this

statement and advocated that such students be counted. He also recommended in his biennial report to the State Department of Education that tuition be free, since the courses were part of the secondary school system. Wood argued that the law should recognize that the junior college department of any high school was of a community nature and, therefore, should offer courses of benefit to the citizens of that community, whether those be academic or agricultural, pre-university, or terminal (History of the JC Movement, 1964).

Wood's report served as the basis for detailed legislation passed in 1917. This legislation materially advanced the junior college movement by:

> (1) authorizing the governing boards of school districts to organize junior colleges as separate schools and classifying the junior colleges as secondary schools; (2) limiting the organization of new junior colleges to high school districts that had an assessed valuation of $3,000,000 or more; (3) outlining in more detail the junior college courses of study that could be offered, including mechanical and industrial arts, household economy, agriculture, civic education, commerce, and courses leading to the junior certificate at the University of California;

> (4) providing that each course must be approved by the governing board of the district and the State Board of Education; (5) requiring 60 credit hours for graduation and defining a credit hour; (6) providing for the maintenance of attendance records and reporting attendance along with that of the high school; (7) limiting admission to junior colleges and to junior college courses to high school graduates and candidates who were at least 21 years of age and who were recommended by the principal of the junior college; and (8) providing that no State high school apportionment on account of students enrolled in junior college courses be allowed unless such courses had been approved by the State Board of Education. (Price, 1964, pp. 65-66)

While this legislation has had a lasting impact on the development of junior colleges in California, the immediate impact was less successful as rapid changes occurred within the state during the early 1900s. For each new college that opened in one part of the state, another one closed its doors for lack of enrollment, funding, or poor organization.

In 1919 a special legislative committee made a comprehensive study of the entire gamut of public

education in California, which resulted in the passage of a law in 1921 which provided for a sound basis for junior college organization and financing. Specifically this law provided for the establishment of three kinds of junior college districts: those junior college districts co-terminus with a high school district; those junior college districts embracing two or more contiguous high school districts; and those junior college districts which embraced all the territory of the county not included in any other type of junior college district ([Growth of the California Junior/Community College], n. d., p. 2).

This law further stipulated that districts could be formed by petition of 500 voters and the approval of the majority of the members of the high school boards involved. These petitions would then be sent to the State Board of Education, through the county superintendent of schools, and if approved by the State Board, an election would be called. When a majority of the voters approved the district in a referendum, such a district could be formed. In order to receive state funding, the district to be formed had to have an assessed valuation of $10,000,000; in turn, it would be granted a flat sum of $2,000 from the state plus $100 for each unit of average daily attendance (History of JC Movement, 1964).

The formula for average daily attendance [ADA] was obtained by "dividing the total number of student recitation and laboratory hours by the total number of school days maintained during the year multiplied by three" (History of the JC Movement, 1964).

From 1921 through 1930 there was a steady increase in the number of junior colleges which opened and the number of junior college districts which were formed. Altogether, by 1927, 36 colleges existed and enrollment totalled 8,178 (Price, 1958). However, of the 50 junior college departments organized in connection with high schools between 1910 and 1930, only 19 survived in that form and still operated in 1930. The district-type junior college showed greater stability. Of the 16 junior college districts established betweeen 1921 and 1930, all survived. Of these, ten had been operated originally in connection with high schools (Price, 1958).

From 1931 until 1951 little legislation passed which dealt with the junior colleges. During the Depression, however, the state allocation per ADA was reduced from $100 to $90 per unit.

The 1947 session of the State Legislature provided for a comprehensive survey of higher education in

California. This survey became known as the Strayer Report, since George Strayer, Professor Emeritus of Columbia University was in charge of the report. The purposes of the junior college were delineated as (1) terminal education, (2) general education, (3) orientation and guidance, (4) lower division transfer courses, (5) adult education, and (6) removal of matriculation deficiencies so that students could qualify for admission to other institutions (History of the JC Movement, 1964, p. 21).

Based on the Strayer Report, The California Junior College Association developed the following objectives for the California public junior colleges:

> (1) a commitment to a democratic way of life; (2) the individual person is recognized as the highest value; (3) the maximization of individual freedom and personal initiative; and (4) to provide equal opportunity post-high school education to all adults as well as youth. ([Growth of the California Junior/Community College], n. d., p. 4)

Prior to the Strayer Report, several institutions had tried to expand to four year junior colleges for the purpose of prestige and to accommodate veterans who had

finished the first two years of their education and wished to complete the final two years without moving. The Strayer Report performed an important service in slowing down, if not stopping a movement towards a four year junior college (History of the JC Movement, 1964).

From their early establishment until 1931, the junior colleges were accredited by the University of California. In 1931 the State Department of Education began to accredit the junior colleges. This lasted for the next 22 years, until the Western Association of Schools and Colleges [WASC] agreed to include junior colleges in its program of accreditation. The College of the Sequoias in Visalia became the first college to be accredited by WASC in 1953 and WASC scheduled other colleges for accreditation within the next few years.

In 1957, members of the Legislature undertook another study of higher education, appropriately called "The Restudy," which included private junior colleges. Researchers involved in The Restudy recommended that a bureau of junior college education be established within the state department of public instruction and that a comprehensive study of higher education be scheduled for 1960.

The 1960 Master Plan for Higher Education in California was perhaps the most important study of higher education undertaken by the state. Many of its major recommendations became part of the Donahoe Act of the California State Legislature which further defined the state's provision for higher education. This act defined the functions of the junior college as follows.

> Public junior colleges shall offer instruction through but not beyond the 14th grade level, which instruction may include, but shall not be limited to, programs in one or more of the following categories: (1) standard collegiate courses for transfer to higher institutions; (2) vocational and technical fields leading to employment; and (3) general or liberal arts courses. Studies in these fields may lead to the associate in arts or associate in science degree. (Tyler, 1969, pp. 159-60, quoting the California Education Code, section 22651)

The Donahoe Act also established the Coordinating Council for Higher Education, a statutory body of fifteen persons, including representatives of the three segments of higher education--the junior college system, the state college system, and the University of California system--along with representation from the private sector

of higher education in California.

The Master Plan also recommended a gradual increase in the proportion of state support, provided that the state share the cost of constructing junior college facilities, and established the guidelines for eligibility pools of students for each segment of the higher education system. None of these recommendations were incorporated in the Donahoe Act (Tyler, 1969, p 160).

The 1961 Legislature mandated that future junior college district formation "occur apart from secondary, unified, or joint districts, and for the first time authorized the expenditure of state funds for junior college capital outlay" ([Growth of the California Junior/Community College], n. d., p. 5).

In 1967 the Junior College Construction Act was passed, under which the state contributed one-half the cost of those junior college facilities that were approved by state agencies and, therefore, are included in the state budget. As a result of this act, voters approved a state bond issue for 65 million dollars earmarked exclusively for junior college construction (Tyler, 1969). Also in 1967, the Legislature created the Board of Governors of the California Community Colleges, a body of

fifteen persons, named by the governor and confirmed by the senate. A chancellor was hired as the Board of Governor's chief executive officer. The Board of Governors, the chancellor, and his staff assumed all the duties previously vested in the State Board of Education.

A report from the chancellor's office stated that by 1965 there were 74 junior colleges, 64 of which were operated by junior college districts, eight by unified districts, and two by high school districts. Enrollment had increased to 543,225 students, of which 188,871 were full-time students ([Growth of the California Junior/Community College], n. d., p. 5).

By the 1970s an adult student clientele had evolved; percentagewise there were fewer full-time, degree-oriented transfer students attending community colleges. This change in clientele also reflected an expansion of course offerings which met the needs of the new students. Ethnic groups attended the local community colleges in large numbers, causing a proliferation of courses in ethnic studies to be added to the curriculum. Women, as working and/or single parents, or those who had already reared their children, returned to school to enroll in programs which emphasized lifelong learning opportunities, general vocational training, training for specific occupations,

personal development, and recreational coursework ([Growth of the California Junior/Community College], n. d., p. 6).

Senate Bill 6, enacted in July 1973, significantly altered the funding mechanisms for community colleges in California. "The major technical innovations . . . were to (a) replace local tax rate control with local revenue control and (b) tie most district revenue to the number of ADA, rather than partially to ADA and partially to assessed value, which was the pre-Senate Bill 6 situation" ([Growth of the California Junior/Community College], n. d., p. 6).

By the mid-seventies enrollment in the California community colleges had continued to burgeon until there were more than 1,300,000 students enrolled in 104 colleges and 2,700 off-campus locations. Reports estimated that one in eight California adults was served by regular instructional programs offered by the community colleges ([Growth of the California Junior/Community College], n. d., p. 7). This boom in college enrollment continued until after Proposition 13 was passed in 1978. Its passage shifted the balance of funding in most districts from local taxes to state funds. Since the passage of Proposition 13, the community college funding formula has

changed virtually each year. Because the amount of money available to all public agencies has been less, apportionment of money by the state legislature has become more critical.

In light of the financial constraints on the community colleges, agencies such as the Legislature and the California Postsecondary Education Commission have been re-examining the mission and the functions of the community college, a process which has caused some unease among administrators and faculties of the community colleges. One result of the decreased funding has been the imposition of tuition which will become effective in the fall of 1984. For the first time in the history of California community colleges, students who are residents of the state will pay a sliding fee as they enroll in college credit courses. The semester fee ranges from five dollars per unit for the first five units to fifty dollars for six units or more. Many administrators doubt whether collecting such fees will contribute to the income since the law also stipulates that colleges may no longer charge students for instructional materials, health costs, or various other services. At the same time, however, these services must be offered at the same level as in previous years when it was possible to collect fees. Additionally,

many administrators expect enrollment to drop as tuition is imposed. The effect of decreased enrollment is a reduction in dollars provided to the college by the state. Consequently, members of boards of trustees, administrators, faculty, and staff are searching for ways to stretch income, yet provide quality educational service. The year 1984 finds community college officials reducing their work forces, reviewing their instructional and service programs for cost effectiveness, reaching out to private sources for supplemental income, and exploring additional methods for recruiting students. California community colleges are in a period of retrenchment. In the 1980s, quality leadership has become more critical than at any other time.

Institutional Case Studies

A search of the literature reveals that since 1940 several histories of two- and four-year colleges have been written. Reviewing these studies provides a background to the study of MiraCosta College during its first fifty years.

In 1971, Muck reviewed the case studies of junior/community colleges in existence at that time. According to Muck only two of these histories had been

written before the decade of the sixties. Ross, in 1940, described the history of Trinidad State Junior College, then a small school with fewer than 200 students enrolled at the college. A history of Los Angeles City College's first 25 years, written in 1954, was important because at that time Los Angeles City College was already the fourth largest junior college in the United States (cited in Muck, 1971).

During the sixties several other chronological histories of community colleges emerged. Dissertations were written using the following colleges as case studies: San Luis Obispo, Los Angeles Pierce College, Casper College, and Antelope Valley Junior College (Muck, 1971).

During the decade of the seventies, graduate students developed several more case histories of colleges. Most of the studies were organized chronologically and focused on the growth and development of the particular college, concentrating on one era or sometimes covering the entire history of the college. In 1979, Horn, incorporating the methodology of oral history, studied the early development of West Los Angeles College from its earliest planning stages through its opening semester in 1969. Stroebel gathered historical evidence from primary and secondary sources as well as from personal interviews in his 1975

study of the antecedents, establishment, and early development of Wayne County Community College in Detroit, Michigan.

Cavanna in 1977 researched the history of Sheridan College in Wyoming from 1948-1973, utilizing oral history methodology. Included in the study was an overview of the literature covering various phases of the community college movement in Wyoming and in the United States.

In 1978 Wainwright reviewed the historical development of Los Angeles Southwest College to determine the critical factors that influenced the growth and development of this urban community college from 1967-1974. He used oral history methodology coupled with a list of written questions given to selected interviewees to answer on paper.

Davis reported in 1979 a chronological study of the origins, organization, growth, and development of Livingstone College from 1879-1957 as a pioneer institution for higher education for black people.

Pedtke in 1979 utilized oral history and written source materials to record a history of Kasbaskia College in Illinois. Cox, in the study of Belleville (Ilinois) Junior College from 1946-66, attempted to systematically

consolidate and document the historical growth and progress of the college as it grew from within the high school district to an area community college district. He utilized source materials from the archives of the school district and the local newspaper.

A few of the historical case studies of colleges written during the seventies were unique due to their purpose or their approach. Bern studied almost 50 years of history of a private urban college. Utilizing both written sources and oral history, Bern discovered that there were two distinct schools of thought which emerged regarding a predominant era of the college: those who thought the era a "golden time" and those who saw the era as one of academic suicide. Bern presents both sides in order to allow the reader to draw his or her own conclusions.

In a history of the Lon Morris College (Texas), Jones (1973) studied the implementation of the stated purposes of the college. In so doing, he analyzed the constant and modified philosophies, the interrelationships of the philosophies and the implementation of the purposes, the problems and variables which affected the purposes, and the prospects for implementing the purposes in the future.

Doran (1979) used Burton Clark's book, The Distinctive College, as a structural framework on which to base her study of Marymount College in New York. The description of the changes the college had undergone in a transition from religious to secular control, and in an era of financial constraints, and a struggle for maintaining student enrollments were reviewed from a sociological perspective, rather than from a chronological isolation. Doran viewed the institution as a structure that had a specific role, a mission, and a saga in a greater societal scheme.

The broad purpose of O'Connor's (1974) study of the Community College of the Air Force in Colorado was to examine certain facets and the emerging nature of higher education. Specifically, his interest was military education and how the concept of the Community College of the Air Force was developed. O'Connor used Baldridge's concept of the university as a political entity, bureaucratically organized to describe the history of that college.

Friel's (1980) study of Emmanuel College in Massachusetts was unique because she employed an oral history methodology to record the history of this women's

college. Her study was additionally unique because she was able to interview all of the seven deans of the college, as well as some of the original faculty, students, and alumnae.

An example of a research study dealing directly with the leadership of an institution as reflected by its history was written by Hall in 1980. He traced the historical development of Alexander City State Junior College in New York from 1963-1980 from the viewpoint of community advocates, the first administrators, the first faculty, the first students, the curriculum, and student services. An historical method was employed utilizing written documents and 29 oral history interviews.

A review of the research concentrating on leadership in higher education reveals that little has been recorded on the leadership styles or behavior of college presidents. Ratanakiranaworn (1980), Grill (1978), and Ronning (1973) each used the Leadership Behavior Description Questionnaire (LBDQ) to determine various aspects of leadership behavior of college presidents. Ratanakiranaworn's purpose was to describe the leadership behavior, both real and ideal, of Teachers College presidents as perceived by administrators, faculty, and the presidents themselves. The purpose of Ronning's study

was to identify perceived leadership behaviors of a college president by administrators, trustees, faculty, and students. The findings of this research were similar to those of Ratanakiranaworn's: there were no significant differences in the respondents' perceptions of the leadership behavior of the president. Ronning's research also found that each group did perceive the president to be the leader of the college.

Grill's work concentrated on the nature and the extent of differences in leadership expectations and perceptions reported by the presidents, trustees, and administrative staffs of Christian colleges.

Using a personality inventory questionnaire on various variables, Lono (1976) researched the environmental influences on the role performance of the college president. Ballard, in 1978, investigated the relationships of leadership styles of chief executive officers to certain faculty and institutional variables.

In 1980, Fedo completed a participant observation study of the role and processes of the college's administration to determine the nature or character of higher education administrators as they faced the decade of the eighties. The conceptual framework was from the

collective perspective of those involved in the administration of the college he studied.

Van Grundy in 1975 studied the conditions under which the leadership styles of the presidents of four-year institutions were effective with their administrative cabinets and the conditions under which they were ineffective. He used questionnaires based on the variables of leader-member relations, task structure, and position power based on Fiedler's contingency model.

Only one research study of leadership was historical in nature. McGovern (1975) investigated the community leadership role and the social activist role of college presidents of Brown University from 1764 to 1898 in order to determine whether the presidents represented a tradition of active social involvement in the community or were content to concentrate their efforts on the administration of the university. He concluded that the presidents of Brown had all been committed to service in the community.

In summary, there have been various studies concerned with the histories of both two- and four-year postsecondary institutions. Most of these studies have been writen since the mid-sixties and focus on the growth

and development of particular colleges.

This chapter has considered both case studies of colleges and the development of the junior/community college both nationally and in California. The discussion has served as background for the history of MiraCosta which is to follow.

CHAPTER IV

MIRACOSTA COLLEGE: THE FIRST FIFTY YEARS

MiraCosta College: 1984

Situated on 161 acres of hill-top property in Oceanside, California, overlooking the Pacific Ocean, MiraCosta College in 1984 looks quite different from the early days fifty years ago when she was a junior college department tucked within the confines of the Oceanside-Carlsbad High School in downtown Oceanside. Facilities on the modern campus include more than just classrooms. In addition to classrooms, the facility features vocational centers for automobile mechanics and body repair, machine tool technology, and agriculture. There is a campus children's center which combines a child development program and a pre-school facility, a learning resources center whose library boasts a computerized catalogue. Physical education facilities include a large gymnasium, lighted tennis courts, and an all-weather track. The creative arts complex houses a variety of facilities for art and music and a state-of-the-art

educational theatre.

Almost 10,000 students are enrolled today, attending classes on the main campus in Oceanside, at a satellite center in Del Mar, or at several off-campus locations scattered throughout the district. Of these students, only 1,128 attend full-time. While students range in age from 16 to past 80, the median age is 29, and 57.5 per cent of the students are women. Several ethnic minorities are represented, with 13.6 per cent of the student body being Hispanic in background (MiraCosta Community College District Board of Trustees [hereafter MCC] Minutes, 5/1/84). What a change from the original 115 students who made up the student body in 1934, all of whom were in their teens and attended full-time.

Today's curriculum is comprehensive, encompassing general education courses and those electives which transfer to four-year institutions, non-transfer level occupational courses which prepare students for immediate career positions, and courses which provide remediation in basic skill areas. Students may earn an Associate of Arts or an Associate of Science degree or a certificate of completion in a number of vocational areas. The curriculum also offers a full range of state supported adult education, non-college credit courses for

constituents of the district who have special needs for courses in English as a second language, citizenship, basic skills, vocational skills, safety and health, and parenting. Non-credit courses are offered also to older adults, adults needing to complete their high school diploma, and adults with handicaps. Completing the curriculum are self-supporting, community service courses, workshops, and events which enable citizens of the district to enrich their lives with a variety of educational opportunities.

MiraCosta Community College District encompasses the communities of Oceanside and Carlsbad as it did in 1934, and also Cardiff-by-the-Sea, Del Mar, Encinitas, Leucadia, Olivenhain, Rancho Santa Fe, and Solana Beach. The district is governed by a seven-member board of trustees. Board members are elected at large but each represents one of the seven geographic trustee areas in which he or she must reside. A student representative sits on the Board also, registering his or her opinion each time a vote is taken, and Board members, open to faculty and staff points of view, request dialogue and information before they make decisions.

The full-time certificated faculty of this single campus district numbers 89, and is supported by more than

150 hourly instructors and 145 classified staff members. Major administrative duties have been delegated to a superintendent/president with support from the vice-presidents of instructional, student and business services. Department chairs are selected from within the departments on a rotational basis. The faculty governs itself with an academic senate founded on the premise that each certificated person--administrator and instructor--would be a member with a voice. The academic senate works diligently to share in the governance of the college by actively striving for improvement in professional and academic matters. Because of this concept of shared governance, neither the faculty nor the classified staff has found it necessary to engage in collective bargaining.

This tapestry that is MiraCosta College was not woven in a day. In its 50 years, MiraCosta College has come a long way from the tiny junior college department established in 1934 to "keep the kids off the streets." There are recurring threads in the tapestry which give it form and shape. How the district grew, how the buildings were planned, and how the curriculum developed are threads that MiraCosta shares in broad outline with other California community colleges. But the development and

persistence of the concept of shared governance is a distinctive feature of MiraCosta College.

What unfolds in this chapter is the tapestry of MiraCosta College within the framework of a life structure. Levinson (1978) described the character of the sequences in a life structure as a series of stable (structure building) periods during which an individual, in this case an institution, makes key choices, forms a structure around those choices, and pursues goals and values with the structure. According to Levinson, these stable periods alternate with transitional periods where the primary tasks involve questioning and reappraising the existing structure, creating a bridge between states of greater stability.

The following history describes the stable periods of the early years, the founding years, the formative years, the growth years, and the retrenchment years of MiraCosta College. Because they are considered stable periods does not mean they were all of a piece. Levinson described these stable periods as times which contain "a mixture of order and disorder, unity and diversity, integration and fragmentation" (1978, p. 54). Bridging the stable periods in the history of the college are shorter periods of questioning and reappraisal which signal the move from one

era to another.

Punctuating these periods of stability and transition are marker events in the life of MiraCosta College. These marker events are milestones which changed the direction or path of the college and helped to enhance the pattern and the texture of the tapestry.

The history of MiraCosta College is contained within the stable periods, the times of transition, and the marker events. The following history will show that the development of the college as a physical and political entity absorbed the bulk of the administrators' attention, but that the development of shared governance was the result of a long succession of faculty leaders. The history will portray the Board and administrators as generally cautious and conservative in their financial and organizational management of the district. It will also show that the gradual curricular development and concern for academic excellence resulted from external forces as well as faculty focus.

The Founding Years: 1932-1934

Introduction

The early 1930s found citizens of Oceanside and Carlsbad, California in the midst of the Great Depression but only mildly concerned about problems in other parts of the world. Board members of the Oceanside-Carlsbad Union High School District discussed, and at first dismissed the idea of forming a junior college within the boundaries of the district but soon found such an idea to be a partial solution to the effects of the depression in which the citizens were mired. These years were transitional ones for citizens and Board members alike as they struggled with the idea of establishing a junior college. The following pages depict the life structure of the college in its beginning stages. It is possible, however, to see the first of the threads which run throughout the tapestry, that of the conservative nature of the Board and the citizens of the district.

The Founding Years

Talk of establishing a junior college in northern San Diego County came in 1932, twenty-five years after the

first junior college had opened in California. The first official mention of the possibility of providing junior college education in this rural portion of San Diego County occurred in October 1932, when members of the Board of Trustees of the Oceanside-Carlsbad Union High School District received a letter from Reverend Arthur F. Wahlquist of Fallbrook suggesting the formation of a junior college district which would include the communities of Escondido, Fallbrook, Julian, Ramona, and Oceanside. During that October 11 meeting, the Board authorized the principal of the high school to state "that they did not favor any extension of the educational program upward for this District at this time" (Oceanside-Carlsbad Union High School District Board of Education [hereafter O-CUHSD] Minutes, 10/11/32). From that date until May 1, 1934, there was no further mention of the possibility of establishing any post-secondary course work in the existing district.

By May 1934, Oceanside had joined other United States cities in experiencing several effects of the Great Depression. The year 1933 had seen the collapse of Oceanside's only bank, which resulted in many families losing their entire life savings (Barnard, 1945). This, coupled with widespread unemployment, created a troubled

and economically shaken community. Within this context, the Oceanside-Carlsbad Union High School District Board of Education resolved, without fanfare, to provide local students with an opportunity to attend college without leaving home. Board minutes reflect no discussion, only a simple, straightforward resolution on May 1, 1934 which formalized the initiation for planning such action (O-CUHSD Minutes, 5/1/34).

Sensitive to the community's apprehension in spending precious tax dollars unnecessarily, the Board justified the decision to begin planning for a junior college department on the basis that the assessed valuation of the High School District at that time was more than three million dollars. The Board did not opt to establish a junior college as such, but rather to offer a course of study that included grades thirteen and fourteen. The high school principal, George R. McIntyre, was instructed by Board resolution to submit such a course of study to the State Board of Education for approval. This resolution was adopted unanimously by four of the board members: E.C. Batchelder, Annie H. Cozens, Claud J. Fennel, and Fred C. Haupt. Judge Arthur E. Harris had requested earlier that he be excused from the meeting due to his heavy business load (O-CUHSD Minutes, 5/1/34).

After receiving the course of study from McIntyre, Louis Crutcher, then President of the State Board of Education, notified the President of the Oceanside-Carlsbad Board that the State Board had moved to authorize two members of the State Board, Armistead Carter of San Diego and J. R. Gabbart of Riverside, to conduct a survey to determine whether the citizens of the district wished to establish a junior college department. Crutcher indicated that should the majority of people favor such action, a special meeting of the State Board would be called and authorization to organize a junior college department would be granted at once (O-CUHSD Minutes, 7/10/34).

During the course of the State Board survey, McIntyre met with a small group of people, mostly high school students, to explain the proposed junior college course (as the program was called) to be offered for the fall of 1934. John H. Landes, City Clerk, submitted an article to the Oceanside Blade Tribune as a signed statement of his support, in which he recapped McIntyre's views. Landes emphasized that the Board was not establishing a college, but rather a department which would be added to the high school course of study. Such an arrangement would not call for any capital outlay, since space was already

available to accommodate up to 150 students who might want to enroll in a junior college course of study. Students would purchase their own books and supplies, and transportation would not be furnished unless there was room on those buses currently being used to transport the high school students. Any additional overhead, which Landes suggested would be minimal, would to be absorbed in the general overhead; the only extra expense, therefore, would be for teachers. Landes reported that Dr. McIntyre had noted that the state would pay $90 for every student in attendance and the remaining portion of the expense would be covered by savings from the prior year's budget. This was an incorrect statement, probably a misunderstanding on Landes' part. The state would pay $90 per average daily attendance, a formula derived from adding hours of attendance per students and dividing by a pre-determined figure.

Landes believed that the only reason people might object to the establishment of the department was financial. He agreed that citizens might not want to initiate expenses which had the potential of raising the taxes in a community already facing high unemployment and a generally depressed economy. Nonetheless, he urged citizens to consider that while the federal, state, and

local governments poured out billions of dollars to unemployed men and women, the schools continued to turn out thousands of graduates each year who added to the numbers of the unemployed.

Impassioned by his desire to change the situation, Landes continued, "What are we doing for these young men and women? Shall we let them join the line of idlers, or shall we provide for them means to continue their education so that, when fields for service will again open up, they shall be prepared to fill their places? Do we owe this to them?" ("Landes Urges," 1934). Acknowledging that few of the parents in Oceanside had the funds to send their children away to schools where they would have to pay room and board for them, Landes suggested to his readers that "Most of us will have them on our hands doing nothing, and idle minds are apt to turn to mischief. If, for a small additional outlay, we can give them two years of schooling, should we not make the effort to provide it for them?" Not wanting the public merely to take his word for it, Landes concluded his article by requesting that citizens attend a meeting scheduled to discuss the proposal: "Come to the meeting . . . and get your information first hand. First learn the facts about the proposed department; and then, when you are satisfied that

it is a good thing, get behind it and put it over" ("Landes Urges," 1934).

Opposing the proposal to establish the junior college department was a group of citizens who called themselves The High School Educational Committee. Using the same format as Landes, George A. Dickinson, a member of the Committee, submitted an article to the Blade which stressed that the few tax dollars that were available should be spent on the high school students' education; and, furthermore, the community could not afford a junior college department because the economic burden would in actuality fall on the community which was already in dire straits ("Issue Taken," 1934).

Following a meeting and public hearing on August 2, 1934, however, State Board members Carter and Gabbart reported favorably that a junior college department might start on a tentative basis in the fall, subject to four provisions.

1. A comprehensive survey of the district was to be made sometime during the ensuing school year to determine whether the junior college should be continued after a year's time.

2. Electors in the district were to be given an

opportunity to vote whether they wished the junior college to be continued.

3. The high school board was not to ask the State Board of Equalization to exceed the 5 per cent budget limit allowed by law in order to finance the junior college.

4. Additional cost of supporting the junior college was to be approximately the amount the school would receive from the state, which amounted to $90 per average daily attendance ("State Education Committee," 1934).

Members of the State Board of Education appeared willing to consider this tentative proposal to begin the college as an experiment according Louis Crutcher, State Superintendent of Education, because there were no other facilities for higher education in northern San Diego County; additionally, claimed the State Superintendent, it was improbable that students would find employment upon graduating from high school.

For both proponents and opponents, the issue of establishing a junior college department seemed to center not on the worthiness of educating the youth but rather on the economic picture. In an August 13, 1934 editorial of the Blade, the positive aspects of having a college in

Oceanside were listed.

> It would bring more students to Oceanside. Parents would live here and perhaps buy property. Additional teachers would rent homes and apartments. Merchants and restaurants and service stations and professional men and all lines of business would benefit. ("School Board," 1934)

On August 6, 1934, the editors of the Blade, fearing that increased taxation might cause a tax strike which would devastate the already crippled economy, praised the high school board for its consideration of the boys and girls of the community, but urged the board to move slowly and to spend the tax dollar wisely, to insure the continuance of education and the government ("The Junior College," 1934).

Finally, on August 17, 1934, at a special meeting held at the Hotel Del Mar, members of the State Board of Education formally authorized the institution of a junior college as an adjunct to Oceanside-Carlsbad Union High School, noting that the four provisions mentioned earlier were to be met during the year ("State Board of Education Acts," 1934).

Meanwhile, the Oceanside-Carlsbad Board of Education

engaged the services of Dr. Merton E. Hill, Director of Admissions for the University of California, for the purposes of establishing a curriculum which would meet the requirements at the University of California for the new junior college department. When the college began in 1934, it offered sixteen courses which were accepted, unit for unit, as credit applicable toward advanced standing at the University of California. These were art, chemistry, drama, economics, English, French, history, journalism, mathematics, physical education, political science, psychology, public speaking, and world culture. In order to meet the needs of those students who wished to terminate their education after two years, courses of a vocational nature were also offered. These included business English, domestic science, agriculture, shorthand, typing, mechanical drawing, and commercial law. All registered students, regardless of their goals, were required to enroll in a world culture course, "team taught" by members of the political science, music, art, and English departments. The purpose of this course was to give students a picture of the development of civilization, not as a number of separate units but as a whole, unified process ("Enrollment at Junior College," 1934). Under the direction of Dr. Hill other courses were approved and listed in the catalogue, but they were taught

only when enrollment and interest warranted.

Summary

These founding years of the college were transitional ones during which time citizens and members of the Board struggled with the idea of whether or not to establish a college. They settled on a junior college department within the confines of the high school district and relied on an external influence, the University of California, to provide expertise in the development of the college curriculum.

The Early Years: 1934-1949

Introduction

Within the framework of its life structure, the period of 1934 through 1949 represented the first stable period in the history of MiraCosta College. During this time, key choices were made and a structure was formed around these choices which enabled members of the institution to pursue the goals and values characteristic of this period.

The first key choice occurred in December 1934 when

the citizens voted to confirm the establishment of the college. For the next several years, the Board of Trustees focused its attention on the tasks of selecting appropriate administrators to carry out the mission of the college which was to provide a junior college course of study for the students enrolled. The Board demonstrated its conservative nature by firing a superintendent and refusing for several years to hire a replacement. In 1946 the Board showed its conservatism again by deciding not to join forces with a large junior college district being formed in the northern portion of San Diego county. Board members also focused on developing curriculum, initiating and implementing policies and procedures for the staff, coping with the effects of World War II, and dealing with growth in enrollment.

Students and their activites are also described in the following section which depicts the early years. Students who attended Oceanside-Carlsbad Junior College, as MiraCosta College was known then, were fresh from high school and their activities and attitudes were similar to those of their high school days.

The period of the early years is divided topically into the following subsections: getting started, Board of Trustees, administration, curriculum, faculty, salaries

and tenure, students, the college during the war years, and afterwards. Each topic is discussed chronologically from 1934 through 1949.

Getting Started

By the time school began in September 1934, 119 students were registered in the junior college department, including fifteen from the Los Angeles area ("Enrollment at Local College," 1934). Because the college students were just out of high school, because the classrooms used for the college students were intermingled with those of the high school students (see figure 2), because the class periods for both groups were controlled by the same bell system, and because many of the teachers taught courses in both the junior college and in the high school, a casual observer might have found it difficult to distinguish between the junior college students and the high schoolers. Junior college students even rode the same school buses which transported the high school students to and from school. One means of distinguishing the two groups came with the wearing of green felt skull caps, called "dinks" by the junior college students ("Enrollment at Local College," 1934). Still, with constant meshing of facilities and faculties, as well as similarity in attendance procedures and general regulations, it was not

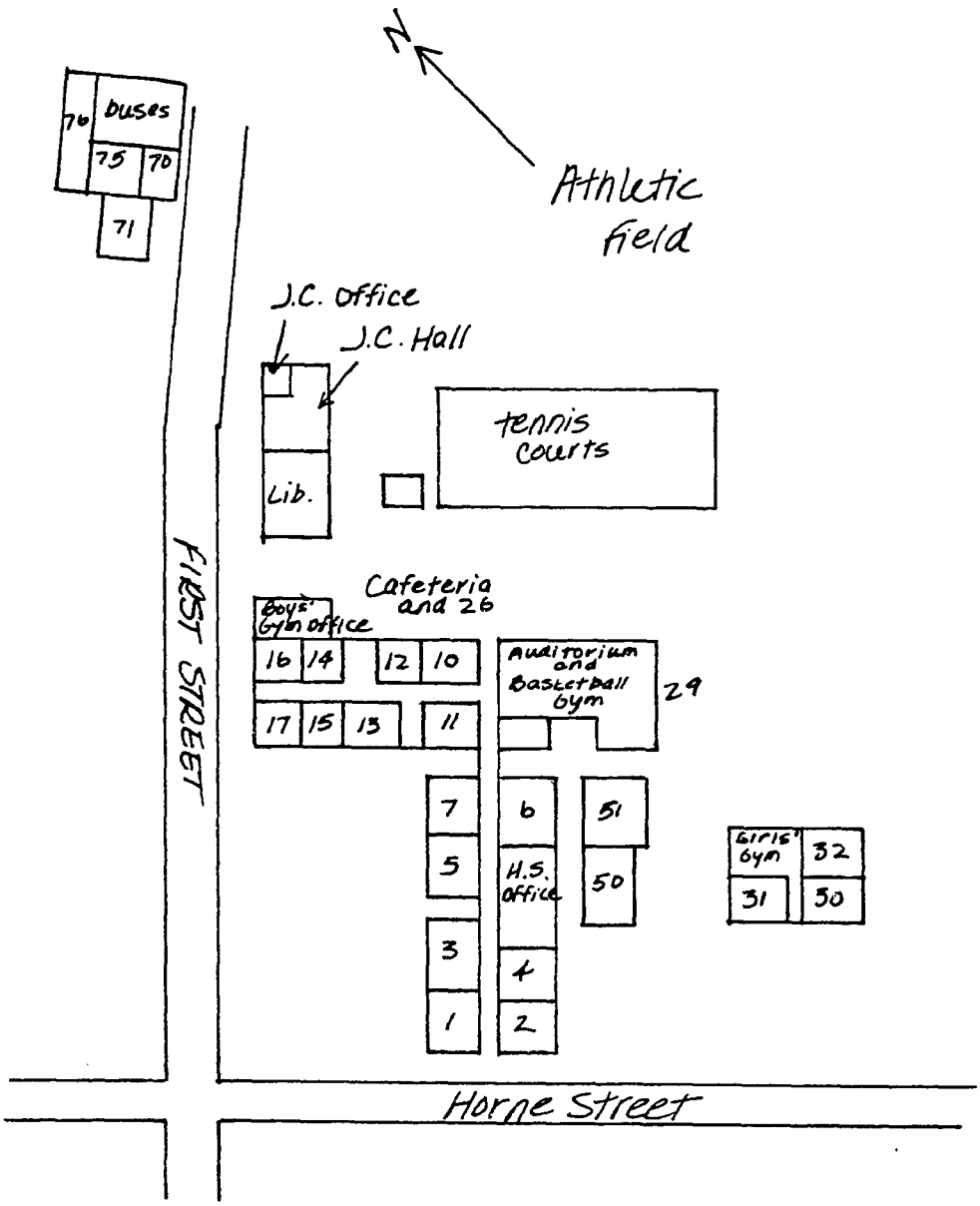


Figure 2. Oceanside-Carlsbad Junior College/High School 1934

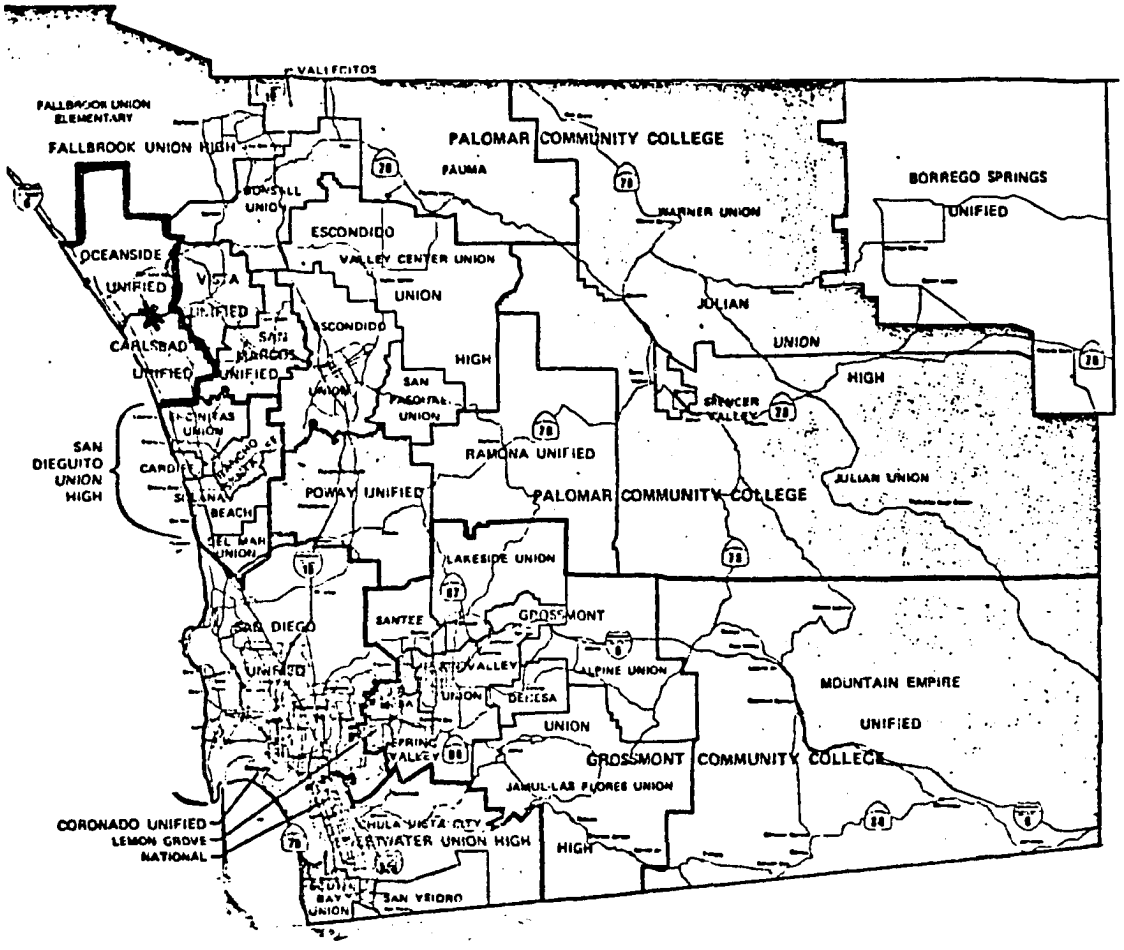
surprising that many students and the public at large viewed the junior college as little more than a repetition and continuation of high school. To help overcome the high school image, Dr. Hill, a consultant from the University of California, suggested some curricular revisions and emphasized that junior college work must be maintained at the college level, both in content and in accomplishment. Nonetheless, the image that the junior college was just a glorified high school was to stick in some people's minds for decades to come (J. MacDonald, personal communication, 7/11/83).

Remembering their promise to the state to survey the district and allow the electors to vote on whether the citizens favored the continuance of the junior college, the members of the Board fulfilled both requirements by distributing a postcard survey and ballot to the 6,000 voters within the district on December 29, 1934. When the ballots were counted on January 5, 1935, a total of 3,309 citizens had responded. An overwhelming 84% of the voters (2,776) had responded favorably; 533, 16%, voted no; and, three ballots were spoiled ("Survey-Vote," 1959). The college would continue, and while the officials from the State Department of Education had officially authorized the organization of the junior college earlier in 1934,

the first marker event in the life of the college occurred when the citizens expressed their desire to support the concept of a junior college in their community.

Board of Trustees

Throughout the early years, the district was governed by citizens of the communities of Oceanside and Carlsbad (see figure 3). As the junior college was established, the district was served by Herschell Larrick, Annie Cozens, and Fred Haupt, all of whom left the Board by 1936, and by W. C. Lawrence and James T. McCann who remained on the Board until 1937. In 1936 Elwood Trask, Pliny Arnold, and L. W. Cottingham joined the Board. Beginning in 1938 some stability of membership was brought to the Board when Barnard Gardner, Jr. was elected. He was to serve the district continuously as a Board member until 1966. Between 1938 and 1948 the Board maintained rather stable membership. Those who served during that time were Frank Schuyler, C. W. Hershey, Sam Fraser, Roy Wilcox, Allan Kelly, Joseph MacDonald, and H. W. Witman. Trask and Cottingham both returned to the Board in the mid-forties for a few years. Within this period of time, the only woman to serve on the Board was Annie Cozens, from 1934-1936 (Catalogues, 1935-48).



* Oceanside-Carlsbad Junior College
— District Boundary

Figure 3. Oceanside-Carlsbad Junior College District: 1934-1976

Administration

In an article of the Encinitas Coast Dispatch, Charles F. Plummer gave credit for the successful institution of the junior college to the Superintendent/Principal, George R. McIntyre. Said Plummer in this March 14, 1935 article,

> Whether the problem be students, faculty, or classes, no solution is reached . . . without the institution's driving genius, Dr. G. R. McIntyre . . . . From the formation of an idea a year ago, to the actuality of a successful junior college, and the promise of expansion next year, Dr. McIntyre has pushed, pulled, argued, persuaded, coaxed, and in short, used every means in his command and all the time at his disposal to provide junior college facilities for this district. (cited in "Encinitas Article," 1959)

Plummer went on to give credit also for the development of the college to those current Board members: Fred C. Haupt, chair; Claud J. Fennel, clerk; H. G. Larrick; Annie H. Cozens; and L. W. Cottingham.

By June 1936, the composition of the Board had changed considerably. L. W. Cottingham was president, P. M. Arnold was clerk, James T. McCann, W. C. Lawrence, and E. E. Trask were members. Whether due to Superintendent McIntyre's continued aggressive attitude toward progress, or merely the change in Board composition, members of the Board began to initiate a series of policy revisions which restricted his administrative prerogatives. For example, in a special meeting of the Board of Education on July 14, 1936, the members met to adopt regulations governing the administration of school affairs. Within the regulations were definitions of the terms: "'faculty' shall include the District Superintendent and each and every certificated employee of the High School Board; and, 'District Superintendent' shall include District Superintendent and Principal." The regulations stated that the duty of the faculty was to "teach such subjects, and during such periods, perform such other duties as shall be directed from time to time by the High School Board" (O-CUHSD Minutes, 7/14/36). The regulations continued by stating

> In the interest of education, harmony, and business, the administration of the High School shall be divided into three departments. Each department

> shall be supervised by an employee to be designated by the High School Board. The supervisor of each department shall report, be responsible to, and be directed in his duties at all times by the High School Board. (O-CUHSD Minutes, 7/14/36)

The supervisors were to be known as the district superintendent, the dean, and the business manager. Then followed a specific list of duties for each position.

At the next Board meeting, July 20, 1936, George Dotson was elected by the Board to serve as dean. At the July 22, 1936 Board meeting, Superintendent McIntyre requested and was given a month's vacation, which rescinded the earlier provision that he be given a two-week vacation. There must have ensued some behind-the-scenes talk because at the August 7, 1936 Board meeting McIntyre addressed the Board, advising members that "his contract calls for a salary of $3,400 for the next two years, but if it was the desire of the Board, he would be willing to discount his contract and retire from his position as District Superintendent and Principal, for the amount of $6,000" (O-CUHSD Minutes, 8/71/36). The Board responded that it did not think it could legally purchase his contract by paying him a salary that he had not actually earned. McIntyre later appeared before the

Board, offering to teach any subject the Board would see fit to have him teach, but he preferred to teach psychology and history. The Board took this under advisement and at the beginning of the school term assigned him to teach study hall, and did not replace him as superintendent.

In the meantime, two other changes had been made in the administration (see figure 4). Forest J. Brady, teacher of wood shop had been selected to serve the district as the business manager and as a part-time teacher as well (O-CUHSD Minutes, 8/4/36). Dean Dotson had resigned to take a position at San Diego State College as registrar, and consequently, the Board had hired W. B. Ragan to fill the position of dean. During this time, the Board requested that Brady petition the State Board of Education for an emergency administrative credential, a precaution that proved wise. In October 1936 when Dean Ragan resigned, the Board appointed Brady as the new dean, to serve both the high school and the junior college department (O-CUHSD Minutes, 10/10/36). These changes marked the beginning of a series of changes in administration which would continue until 1950 when Frank Chase was elected superintendent by the Board.

By May 1937, in conjunction with the firing of a high

OCEANSIDE-CARLSBAD UNION HIGH SCHOOL DISTRICT
1934-1950

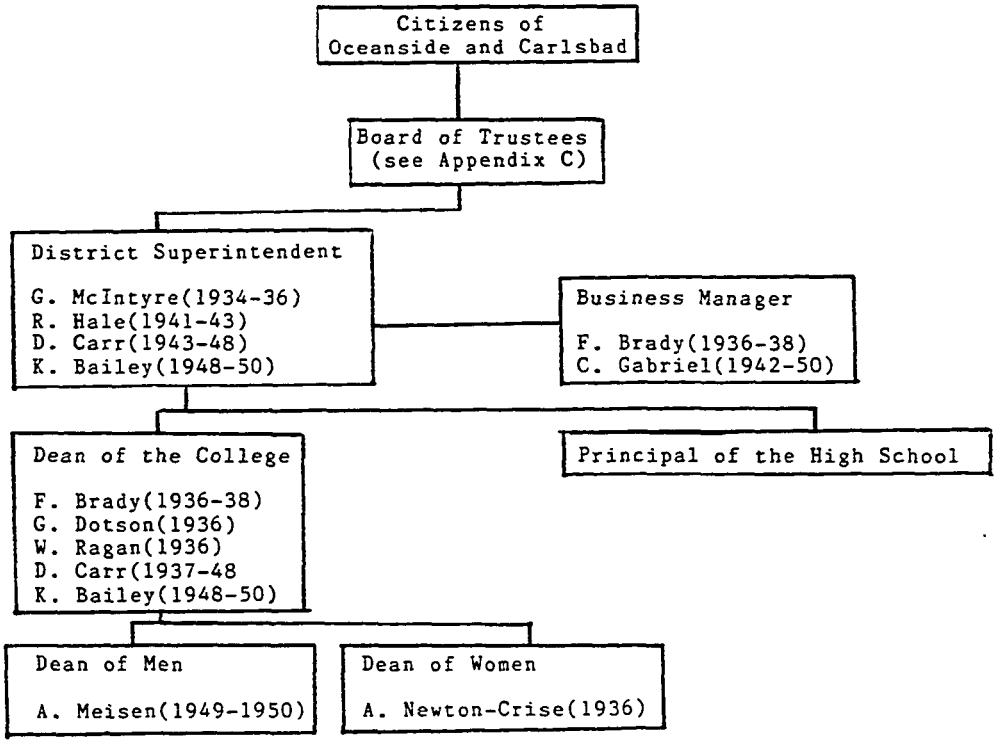


Figure 4. Organization Chart 1934-1950

school teacher who had had an altercation with a student, a special meeting was held at which time the Board agreed to terminate McIntyre's contract. No records exist which explain McIntyre's exact role in the altercation, but according to Board minutes, Board members offered not to press charges against McIntyre for his role in the altercation between the teacher and the student in return for his agreeing to terminate his contract. McIntyre signed a release of his contract and charges against him were dropped (O-CUHSD Minutes, 5/19/37).

At this same special meeting on May 19, 1937, the Board decided to abolish the position of district superintendent. Members of the Board went on record also as disapproving any contract for more than one year for any instructor in the school (O-CUHSD Minutes, 5/19/37). At the June 2, 1937 regular meeting Brady was named principal of the Oceanside-Carlsbad Union High School and Junior College Department with a salary of $3,300 for the twelve-month contract. Later that summer, the Board hired Donald C. Carr as dean of the junior college department and principal of the evening high school.

At the end of the 1938 school year, Brady presented his resignation as principal of the high school, and the Board hired Ralph I. Hale as principal (O-CUHSD Minutes,

4/30/38). Not until April 9, 1940 did the Board decide to re-create the position of superintendent and name Hale to serve in this capacity. In early 1941, thinking he did not have the support of the full Board, Hale made an arrangement with a man from Antioch, California, to exchange positions. Hale went to the Board offering to resign if he and the man he had selected could exchange administrative positions. After much sound and fury, including newspaper publicity, Hale withdrew his resignation and remained at the Oceanside-Carlsbad College until he was called to serve in the armed forces in December 1942. He then took a leave of absence. Sometime later in 1943, his leave was terminated by the Board, but Hale did not contest it since he had already taken another position (O-CUHSD Minutes, 12/14/43). Donald Carr, who had been serving as acting superintendent of the district, was named superintendent as well as dean of the college.

When Donald Carr was first hired in 1937 as dean of the college, he entered a scene in which the junior college department was struggling for its existence. Reporting to the Board through the principal, and later the superintendent, he had little authority to make changes; still he unified the the faculty and student body to promote and advance the junior college. From the war

years, when the enrollment dipped to a dangerous low of 55 ADA, through the postwar period when the district was faced with the difficult decision of whether to join forces with the new northern San Diego County Junior College District, Dean Carr appeared to be the glue that held the college together. He pressed for separation of the high school and college, endeavored to maintain high academic standards for the district, and coped well with the pressures of a country returning to peacetime activities.

In 1948 the Board expressed disappointment when they learned of Carr's intention to resign. Stating that he did not desire to continue to be a superintendent for the remainder of his educational career, Carr indicated that he had accepted a position in Coalinga as dean of the junior college there (O-CUHSD Minutes, 6/15/48).

Following Carr's resignation in 1948, the Board interviewed several applicants for superintendent and hired Dr. Kenneth Bailey, who had served at one time as a social science instructor on the junior college staff. Bailey served as dean and superintendent for that school year. In keeping with its policy not to grant long term contracts, the Board granted Dr. Bailey an extension of his contract in May 1949, indicating that it would notify

him, as a matter of courtesy, in February 1950, whether or not his services would be desired for another year.

According to those interviewed, Bailey was very interested in athletics and was successful in recruiting football players from the Los Angeles area. He somehow managed to find room and board within the community for many members of the team. Some students of that era remember that Bailey provided special incentives for football players; no one was willing to admit exactly what these were, but they hinted that what went on at Oceanside-Carlsbad Junior College was fairly common at other colleges: easy classes, grades given rather than earned, schedules rearranged. What may have been different was that the presence of ten to fifteen imported football players was very noticeable when thhe entire enrollment numbered less than 100.

One person reported that while "Bailey was good with football, he was very poor with the records; he was not good at managing the district." Bailey's focus on football and not on efficiently managing the district to the satisfaction of the Board members led them to search for a new superintendent for the 1950 school year (C. Pedley, personal communication, 5/2/84).

In March 1950 a special Board meeting was held for the purpose of considering the employment of a district superintendent. The Board hired Frank M. Chase, Jr., then principal of Sweetwater High School, Chula Vista, California, for a three-year period beginning July 1, 1950. From 1934 until 1950 there had been various persons in the role of dean of the junior college department, as well as much turnover in the position of district superintendent which may have caused the college to lack direction and be thwarted in its growth. It is not surprising that the Board hired Chase, a strong organization man; Chase served in this capacity until he retired in 1960, bringing administrative stabiltity to the district for the first time in its history.

Curriculum

From the first catalogue published in 1935 until the catalogue published for the 1948-49 school year, the purpose of the college remained the same. In the beginning of each catalogue the statement of purpose read:

> The Oceanside-Carlsbad Junior College offers the first two years of college work to meet the needs of the following groups: (1) Those who desire further training for enlightened and responsible citizenship,

> for cultural advantage, or for academic learning. (2) Those who contemplate direct entrance into vocational employment. (3) Those who desire to prepare for entrance to upper division courses of higher learning.

The 1948-49 catalogue added a fourth purpose: to allow veterans to begin or to continue their education under the auspices of the G. I. Bill.

Early catalogues also included a section devoted to explaining the advantages of attending a junior college. These, too, remained unchanged until 1949. The advantages listed, along with explanations for some were

> (1) Low expense . . . (2) Home environment: Considering the immaturity of the high school graduate of today and the increasing complexity and temptations of college life, the desirability of home environment can hardly be over-estimated by students and parents. (3) Participation in school activities . . .(4) Quality of preparatory training . . .(5) Opportunity for guidance: "Students entering the university after completing a junior college course elsewhere are superior in ability to other groups when measured by standard intelligence test scores,

> or when measured by their previous academic records," says Professor Walter Crosby Eells of Stanford University.

In the early days, conditions for admission to the junior college were spelled out. Students were to have graduated from an accredited high school with at least fifteen standard units, including physical education. Those students who lacked one year or less of having completed their high school work, however, could be admitted conditionally. Students who were transferring from other colleges or universities were accepted, and there was a provision for special students: "Any serious minded young man or woman, 18 years or over may be admitted to a special vocational program upon recommendation of the committtee on admittance" (Catalogue, 1936). In addition, no student was to be admitted to the college who did not give evidence of "high moral character and earnestness" (Catalogue, 1936).

Curricular offerings changed little during the early years. According to Board minutes, while Superintendent McIntyre had not felt the need to re-engage Merton Hill, Admissions Director from the University of California, as curriculum consultant, Dean Ragan notified Hill that his services would be required again in 1936 as educational

advisor. In addition to shaping the curriculum, Hill visited the campus monthly for two years to advise and to work with faculty and students alike to maintain high academic standards, and periodically he presented status reports on the junior college department to the Board. In addition to the courses that were actually taught the first year, the catalogue listed anthropology, botany, economics, philosophy, political science, Spanish, and zoology as academic subjects available to the student. In the vocational area, art, household arts, mechanics, and music were listed as well as those courses taught in the first year.

Students selecting an academic program had the choice of pursuing an Associate of Arts degree or the Junior Certificate. The A. A. degree would be granted to those who completed satisfactorily a two-year junior college curriculum of 64 semester hours, including six hours of English, six of world culture, two of political science, four of physical education, and a 20 hours in a major. A Junior Certificate was conferred by the University of California upon students qualified to enter the junior year of the university. Interestingly, although the A. A. degree was a choice for students, the first such degrees were not granted until the 1940-41 school year, seven

years after the creation of the junior college course of studies. Regardless of the academic program chosen by students, those who failed to pass the English Subject A examination were required to enroll in and secure a passing grade in English A, for which they were given no credit.

Faculty

For the first few years, most of those who taught courses in the junior college were culled from the high school, teaching in both the high school and the junior college department. The 1935-36 school catalogue lists these men and women as the faculty of the junior college department.

Merton J. Hill-- Educational Director
Marion Holmes-- Registrar
Forest J. Brady-- Wood Shop, Mechanical Drawing
Raymond C. Brock-- Spanish
Ethel G. Cooley-- Physical Education
Laura M. Elder-- Household Economics
Madeleine E. Ford-- Zoology
Jane E. Gabbert-- Anthropology, Survey of Science
Vard S. Hunt-- Physical Education
Finis A. Johnson-- Science

Charles F. Plummer-- Journalism, English

Minnette Porter-- French, Latin

John D. Purviance-- Art

Ellis H. Rogers-- Social Science

I. Monroe Sharpless-- Agriculture

Irma M. Stevens-- Music

Mildred Tulip-- Commerce

W. Craig Thomas-- English, Drama

Clyde E. Wilson-- Mathematics

Harper C. Wren-- Coach

Of these, fourteen held Master's degrees; the balance held Bachelor's degrees or less.

By the end of the 1937 school year, salaries ranged from $1,600 annually for a first-year teacher to $2,270 for a teacher with eight years' experience. Provided that they traveled and took additional classes during the summer, teachers could increase their salary by approximately $100 per year. Any teacher who had failed to travel or take additional course work during the summer at least every two years would find his or her salary decreased at the rate of the increase. If a teacher had reached the maximum salary level and had failed to make an effort to travel, attend summer school, or secure a higher degree, he or she would drop back one year on the salary

schedule (O-CUHSD Minutes, 5/5/37).

As early as 1939, students began to express concern that more attention be given to developing a full-time junior college faculty. On April 19, 1939 in a rare appearance before the Board, the students, with Ed Post as their official spokesperson, expressed to the Board their desire for as permanent a faculty as was possible and inquired as to the method of employing teachers. The instability of the administration, the changes in Board composition, and the lack of tenure for faculty probably contributed to a fluid faculty within the high school and the college. The Board responded to the students by stating that it would continue to work for the best interests of the school; one of its members, Cottingham, agreed to speak before the junior college student body (O-CUHSD Minutes, 4/19/39).

In a February 1941 bulletin to the faculty of the high school and junior college, Dr. Hale, Superintendent/Principal, delineated the load for classroom teachers in terms of number of hours taught, pupil load, activities sponsored, and substitute teaching. He felt that in view of the fact that they were operating a "six-year" school and many teachers were instructing classes in the high school as well as in the

junior college, it was necessary to establish some objective principles concerning faculty load. The maximum load in the high school was 30 hours of instruction per week; in the junior college it was 20. Laboratory classes were considered on an equal basis; whether in high school or college the maximum load was 30 hours. No difference in load existed between the shop courses taught in either the high school or the college. There was to be no distinction in class size, whether in the high school or the college. And, because the district had already exceeded its budget for substitutes, the faculty was asked, for the remainder of the year at least, to substitute for each other, presumably without pay (O-CUHSD Minutes, 2/11/41).

Standards of conduct for both students and faculty were determined by the Board and the superintendent. No student would be allowed to enroll at Oceanside-Carlsbad Junior College unless he or she was of high moral character, and teachers were not expected to be different. The following bulletin was issued to the faculty in February 1941; it also appeared in the Board minutes.

> It has been called to the attention of the administration that on certain occasions faculty

members have been indiscreet in their choice of language in the presence of students. It seems almost impertinent for me as an administrator to have to suggest caution in this regard. It is my hope that none of you have ever been guilty of "cussing" or of making remarks of an immoral nature. At present we are all working under an emotional strain. Students are under the same strain and are likely to take advantage of any situation that may arise. This is also important in relation to any statement that may be construed as being in opposition to the democratic form of living. Of course we believe in freedom of speech and it is our job to interpret the truth insofar as we are able to know. But in times of stress it is only good sense to be prudent. It is my duty to insist that you exercise every caution, that your language and conduct be above reproach, and to suggest that you use the greatest of care in any statement that you make concerning our form of government or of living. (O-CUHSD Minutes, 2/11/41)

Salaries and Tenure

The Board declared early its intent to pay salaries that were comparable to those being paid in the

surrounding districts. One such instance was noted in the May 11, 1943 Board minutes when it was brought to the Board members' attention that other schools in the area were giving much larger cost-of-living increases than this Board had originally decided upon for the following year. Without much discussion, they rescinded their earlier decision and raised the salaries of the certificated staff so that they would be more in line with those of staffs in nearby districts. When the faculty came together in 1948 to select a salary committee from their Teachers' Club, they were able to send a proposed salary schedule to the Board. However, the Board, after reviewing it and the superintendent's proposed salary schedule as well as the salaries of the surrounding districts, rejected the teachers' proposal because their salaries were somewhat higher than those of the surrounding districts (O-CUHSD Minutes, 5/ 4,11/48).

Tenure for the faculty did not exist until the early fifties; however, in the April 25,1944 Board minutes there is note of some Board discussion of the subject. At least one teacher had requested that tenure be considered because of the housing conditions present at that time in the community. While the Board agreed that there would be no change in its tenure policy, members of the Board

decided unanimously to aid in every possible way to secure housing for those employees who found themselves in difficult situations (O-CUHSD Minutes, 4/25/44).

Students

Until 1950 attendance policies for students were very stringent. After reminding students that attendance at every session of every class was a requirement, not only because the school received its apportionment from the state based on attendance but because regular attendance was one of the most significant factors that promoted success in college work, the Catalogue each year then detailed the rules concerning attendance as well as the consequences for missing class. Unexcused absences resulted in an "F" for the day in the particular class missed, and two or more successive absences had to be made up within a certain period as determined by the instructor. Such regulations kept the attendance level in all classes above the 90% level at most times.

Until the middle of the war years the enrollment for the junior college remained just over 100. When the Selective Service Act was passed, the enrollment dropped immediately. Enrollment at one time in 1943 was down to 55 students, most of whom were female. The year's average

daily attendance (ADA) for 1943-44 was at an all time low of 53; the year before the ADA had been 104. Enrollment began to pick up again in October 1944, as the first returning veterans began to enroll in college. By October 1945, enrollment was back up to 101, and in the following year it reached a high of over 250 (O-CUHSD Minutes, 2/9/43, 11/9/43, 6/13/44, 12/3/46).

Regardless of the small size of their college, the students lost no time in developing student organizations and clubs to aid them in their identification with the junior college rather than with the high school. By the end of the 1935-36 school year, the students had published the first edition of their yearbook, Phalanx, in which they detailed the activities for the year. At the end of that same year they had elected an Executive Committee, which they considered the mainstay of "the J. C. (Junior College) which could not remain unified without such a governing body" (Phalanx, 1936). The committee included a president, vice president, secretary, treasurer, commissioner of publicity, commissioner of athletics, freshmen rep, and a reporter. According to the Phalanx, some of the outstanding accomplishments of the Executive Committee were taking care of the home football games; sponsoring, in connection with the Associated Women

Students, an autumn dance; sponsoring a benefit dance for the Phalanx; managing two plays: The Black Flamingo and This Thing Called Love; and giving a beach party for the entire junior college student body.

In addition to this committee there were also Associated Men Students and Associated Women Students organizations, and each of the classes had officers. As early as September 1934, five of the junior college men students organized an honorary social service fraternity, "keymen," with limited membership. In November of 1934, Coraphilia was organized in response to a request of some women students for a junior college women's service society. Their activities began with seven members. The Adelpheans were formed in December 1935 as a new women's sorority; Alpha Gamma Sigma was organized in the fall of 1935 as part of the statewide junior college organization of scholars.

Football was inaugurated in the 1935-36 school year. The Phalanx reported "In reviewing the season it may safely be said that the Spartans could be depended on to throw a scare into any Junior College team in the state, and whip most of them" (Phalanx, 1936). At the end of their first season the Spartan team had won three games, lost three, and tied one. Staff members of the Phalanx

were equally open with their evaluation of the basketball team: "Handicapped by a minus quantity of material and lack of adequate facilities for practice, Coach Blanchard Beatty had a difficult time moulding the basketball team" (1936). A tennis team, also organized that year, was comprised of men and women; and, a Women's Athletic Association was established to further the athletic interest among women.

Athletics continued to grow during the next few years. In 1939, following the students' request of the Board to make arrangements with the Southern California Junior Colleges to form a league of five teams with athletic ability comparable to their own, the Board agreed to organized participation in a league comprised of students from Citrus College, El Centro College, Brawley College, Whittier College freshmen, and San Diego State College freshmen.

Student activities were not limited to sports. During the first year alone, the drama classes produced two plays. In fact, writers for the 1936 Phalanx commented that "The activity most closely allied with the success of the JC is that of dramatics." Students also participated in such activities as an A Cappella choir, the yearbook staff, and a news bureau whose purpose was to

keep the district newspapers informed of various junior college activities.

College administrators and faculty expected the students to grow academically and emotionally during their stay at the junior college. Dr. McIntyre reflected on this in his Principal's message to the students in the 1936 Phalanx:

> For the past two years you have enjoyed the opportunity of the junior college. Some of you have secured more than others; some have not desired as much as others. We hope you have enjoyed your stay. The time is rapidly approaching when the world will ask you to pay for what the public schools have done for you. While the world may owe you a living, it will be necessary for you to work diligently in collecting what is due you. Nothing is free in life. Success must be paid for in effort and denial. We can pay for what life gives us in service. We trust that you will always remember that service is the rent we pay for the space we occupy in this world. Watch carefully and see that you pay your rent. G. R. McINTYRE.

Oceanside-Carlsbad Junior College During the War Years

In the years prior to World War II the junior college department continued to develop; enrollment remained steady; students engaged in activities and academics that varied little with the passage of the years; some of the faculty remained, others moved on to other locations. Then came the war years. Initially there was not much drop in enrollment nor much change in the activities on campus, although during the 1940-41 school year the curricula included flight training as a prewar training effort (J. MacDonald, personal communication, 2/1/84).

Immediately following the bombing of Pearl Harbor, however, noticeable changes occurred. Almost overnight precautions were taken against the potential damage due to flying glass (material was purchased to cover the windows); instructions were given in the event of an air raid; nighttime social events were cancelled for awhile, then allowed to resume (without transportation provided by the district); civil defense operations were established; and the district and its employees began to buy War Bonds (O-CUHSD Minutes, 12/16/41).

Certificated members of the staff were allowed to waive the requirements for travel and study during the

summer so that they might make their contribution to the war effort (O-CUHSD Minutes, 5/11/43). Summer sessions were added so that those students who remained in school could finish their studies in a shorter period of time. Special combined classes of the high school and college were allowed to accommodate the drop in enrollment as well as the loss of male teachers to the armed services. With the absence of so many of the men students, athletics were put on hold until the 1946-47 school year. Faculty, students, parents, and Board members attempted, however, to continue the activities as much as was possible during this grave time. Additionally, the Board offered the services of the district to nearby Camp Pendleton, the area just north of Oceanside where the federal government had just purchased land and converted it into the largest Marine training camp in the world. At the peak of wartime activity, over 60,000 servicemen were stationed there, joined by their wives and families until they were sent overseas. One side effect of the war was to boost Oceanside's population to 10,698, the official government figure on June 11, 1945. This was an increase of 130% over 1940 (Barnard, 1945).

. . .And Afterwards

Once the college was able to settle into a peacetime

routine, problems which had faced the administration prior to the war surfaced once again. Even before the war, the need for additional and improved facilities on the campus had been discussed. As early as 1939 the junior college students had requested that a student union be built, but Dean Carr had informed them that the Board felt building such a structure might later jeopardize the construction of a junior college administration building. Dean Carr was authorized by the Board in 1940 to proceed with tentative plans for a junior college building with the hope that it might be constructed as a Works Public Administration federal project. As part of the planning for this project, members of the California State Department of Education made a survey of the district to determine the expressed needs and attitudes of the electors in the district with regard to establishing a new junior college district. Meanwhile the local board authorized the building of a college hall, a small structure which provided offices and a place for junior college students to congregate.

As a result of the survey, the Board concluded that since it was very unlikely a junior college district would be established in the near future either at Vista or at the already established location in Oceanside, the

facilities problem at Oceanside-Carlsbad Union High School must be considered if the junior college were to be continued at that site. Members of the State Board of Education recommended that a physical education plant be constructed to serve both the high school and the junior college and that a separate junior college structure be built to accommodate junior college administrative offices, student body offices, social rooms, lecture rooms, and as many classrooms as necessary to relieve the current congestion (O-CUHSD Minutes, 3/15/41). However, no further mention was made of the building project.

As war-related activity slowed down in Oceanside in 1946, it appeared that the city would have little use for the once busy U.S.O. building located downtown, just a few blocks from the campus of the high school and college. Dean Carr and others favored the conversion of this building to house the classrooms of junior college students, but some members of the Board thought the location of the building was inappropriate for the college. Others felt the cost would be excessive. When Dean Carr pressed the issue that accommodating both the college and the high school on one campus was a problem, Board members countered with "How have we been able to operate on the present campus [up to now]?" (O-CUHSD

Minutes, 1/21/47). Further discussion was held by the Board members, and in late January 1947, a committee named by the city of Oceanside to study the future use of the U.S.O. building looked with favor on its use by the junior college.

The issue was decided, however, by representatives of the federal government, who announced that they wished Oceanside to continue to maintain the operation of the U.S.O. on a limited scale indefinitely. When invited to share in the use of the building, Dean Carr felt this would not be advisable. Apparently, Carr also considered other sites such as the motel area in Carlsbad where the Royal Palms Motel and Fidel's North restaurant now stand, but the Board rejected this site (J. MacDonald, personal communication, 2/1/84). As a result, the junior college continued to coexist with the high school for sixteen more years, despite the problems such a situation caused.

The situation was aggravated by the fact that a new junior college district had been formed in the north county, causing a division of students into two districts and creating competition for students in some areas which belonged to neither district. The creation of this new district, the Northern San Diego County Junior College District did not come as a surprise to the Board members

of the Oceanside-Carlsbad Union High School District. The August 10, 1944 Board minutes noted the receipt of a letter from the Assistant State Superintendent of Schools, who reported on the progress of a study being conducted to determine the feasibility of creating a northern San Diego County junior college district. While the Board discussed the matter, no action was taken.

The next mention of such a proposal came in May 1945 when the Board received a letter from the Vista School District Board of Trustees, inviting the Oceanside-Carlsbad Board to "join with them in petitioning the California State Board of Education for permission to hold an election to determine whether the electors of the school districts in question are in favor of forming a junior college district" (O-CUHSD Minutes, 5/10/45). Board members authorized their clerk to respond to the invitation with the following answer:

> The future development of our immediate area is subject to many factors which undoubtedly will bring to bear upon the future expansion of our school facilities. These concern mainly the great military and naval installations at our northern border, the growth of population, the extent of new building, and the duration of our country's war with Japan. We feel

> that now is not the proper time to plan a project of such magnitude as contemplated in the formation of a junior college district. In view of the many unknown financial and economic factors involved in the organization of a junior college district and due to the fact that our high school district had maintained a junior college department for the past eleven years, it is the unanimous decision of our Board of Trustees to defer any further action toward the establishment of a junior college district in northern San Diego County at the present time. The future will bring many unsolved problems in education before all of us for consideration and you may be sure that our Board of Trustees will be openminded in approaching the whole field of higher education in northern San Diego County as these problems arise. (O-CUHSD Minutes, 8/10/44)

Even though the Board had given this answer, the Vista Board of Trustees continued to push for the establishment of a district for the north county, feeling that the expanded tax base would create a solid basis for such a district. They invited local Board members to attend another meeting in November 1945. Oceanside-Carlsbad Board members sent a letter to the

State Superintendent stating that the district wished to be included in the deliberation of the formation of a junior college district in the area, and they made plans to attend the meeting in Vista. Concurrently, the Board wrote to the district attorney to inquire what would happen to the status of an already established college if the citizens in that district voted not to join in establishing the proposed junior college district.

The Vista, Escondido, and Fallbrook School Districts' boards of trustees continued with their plan to establish a junior college district and did so in March 1946, electing a junior college board from these three districts. In June of that year representatives from the new junior college board (as yet unnamed) and those from the Oceanside-Carlsbad Board met to discuss a comprehensive plan for developing a unified junior college program in north county. The plan as presented by the new junior college district board proposed that:

1. the Oceanside-Carlsbad Junior College should continue to offer to those wishing to enter a university a program substantially the same as was being currently offered in 1946;

2. Oceanside-Carlsbad Junior College should make

available to students other facilities as may be required, such as shop and vocational training;

3. the newly formed junior college district would provide equipment for these vocational programs as needed;

4. the new junior college district would add teachers to take care of proposed terminal, vocational and scientific training;

5. Oceanside-Carlsbad would provide the services of a secretary to serve the joint district;

6. and, that both districts would pool current expenses and leave the balance to be adjusted. ("Joint Boards Discuss," 1946)

Additionally, both districts were to be represented in the administration and to provide a comprehensive program for the consolidated district. On July 23, 1946, the Oceanside-Carlsbad Board met to consider this comprehensive proposal, urging citizens to attend the meeting to offer their opinions. Following a lengthy discussion during which several community members spoke, mostly in favor of retaining the junior college as it currently existed, the Board voted unanimously to retain

the junior college as it existed within the existing boundaries of the Oceandside-Carlsbad Union High School District, thereby rejecting the comprehensive plan as proposed. The reasons given for its decision were the wisdom of maintaining the identity within the district and lack of wisdom in dividing the administration, as would be necessary were the districts to join forces. According to Clinton Pedley, who became a member of the Oceanside-Carlsbad Union High School District Board in 1948, the Board might have considered joining forces with the new district had there been a decision to establish the college on a site within the boundaries of Oceanside and near Carlsbad (C. Pedley, personal communication, 5/2/84).

Because the newly formed district had no place suitable to offer college classes, the Oceanside-Carlsbad College District offered the new district an opportunity to hold classes temporarily in a location within the boundaries of the Oceanside-Carlsbad district. The new district rejected the offer and chose to find makeshift classrooms within its own boundaries. This posed a problem for Oceanside-Carlsbad: what to do about students who lived in the new district who had registered for the fall term with Oceanside-Carlsbad Junior College? Because

appropriations from the state were given only to those students who were residents of the district in which they attended college, what financial arrangements were to be made for those who attended from the new district? These and other issues became a source of dissension between the two districts for several years.

The problem was solved temporarily by an interdistrict attendance policy put into effect for the 1946-47 school year. Thus, in September 1946 the new district, which had finally chosen the name Palomar College (the name was protested to no avail by members of the Oceanside-Carlsbad Board), opened its doors in temporary facilities at Vista High School with 130 students who attended classes from 3:30 until 10:00 p.m. Oceanside-Carlsbad Junior College, on the same bell and class schedule with Oceanside-Carlsbad High School, enrolled its largest number to date--241 students.

In April 1947, Dr. Merton Hill, Admissions Director from the University of California, visited the Oceanside-Carlsbad Junior College once again. Stating that he was extremely pleased with the progress of the college since its inception, he felt very strongly that the newly organized Palomar College should have been annexed to the Oceanside-Carlsbad Junior College rather

than asking the O-C institution to join Palomar and then starting a separate college. He advised the Oceanside-Carlsbad Board not to join the Palomar district (O-CUHSD Minutes, 4/1,17/47). But that was not to be the last mention of the matter. In May 1949, Oceanside-Carlsbad College's administrator, Kenneth Bailey, announced to the Board that he had been approached by some to become head of the Palomar College. There seemed to be a move on the part of some from Palomar, he noted, to discuss again with the Oceanside-Carlsbad Board the possibility of bringing the Oceanside-Carlsbad College into the Palomar district (O-CUHSD Minutes, 5/3/49).

Summary

In summary, the early years of 1934 through 1949 were spent focusing on tasks that determined the course the college would take for the next several years. The Board established its conservative nature toward growth and expansion; college faculty and students were intermixed with their high school counterparts, physically and academically; and, student enrollment grew slowly but steadily. Another thread was introduced into the tapestry: the competition with Palomar College for students and programs. This competition has persisted for many decades.

During the last few years of this period, the college entered a time of transition again. Board members continued their search for an appropriate district superintendent. Dean Carr had retired and the Board hired Superintendent Bailey, but found it preferred a superintendent who could manage the district more efficiently. This was a period of transition between the early years and the formative years when the college settled down again to make many choices and build its life structure.

The Formative Years: 1950-1964

Introduction

The formative years of Oceanside-Carlsbad Junior College were characterized by the stable, strong administration of Frank Chase from 1950 to 1960, the transition period of H. Samuel Packwood's superintendency in 1961, and the beginning of John MacDonald's superintendency in 1963 which would continue until 1982. During most of the formative years Robert V. Rodgers served first as director, then as president of the college.

A number of marker events occurred during this period: the college applied for its first accreditation through the Western Association of Schools and Colleges in 1955; the voters approved a separate junior college district in 1960; they also approved a bond issue which provided financing for a new campus in 1961; the Governing Board selected the site of the new campus and began construction in 1962; the faculty formed an academic senate in 1963; and, John MacDonald became superintendent/president in 1964.

During this period of history, threads from the past

reappeared and a new thread was introduced. The Board and administrators continued to be occupied with the growth and expansion of the district and the construction of buildings. Administrators continued to manage conservatively; external forces such as the accreditation team continued to influence curricular development; officials from Palomar College continued their attempt to annex the geographical area of Oceanside and Carlsbad to its district; and students continued to participate in college-sponsored activities. In forming the academic senate, the college faculty introduced the concept of collegiality, a concept which developed through the years as a strong thread throughout the tapestry.

The following section will describe in detail many of the decisions made by citizens, Board members, administrators, and faculty members which provided more of the life structure in the history of the college. The subsections are divided topically as follows: Board of Trustees, administration, faculty, tenure, accreditation, curriculum, student activities, development of the district, and site acquisition. Again, each topic is treated chronologically throughout the period.

Board of Trustees

From 1950 until the mid-1960s the Board of Trustees of the Oceanside-Carlsbad Union High School District was very stable. Gardner Barnard, Jr. had joined the Board in 1938 and remained on the Board until 1966, serving as president for most of those years. In 1948 Russell Grosse joined the Board and served until 1960. Clinton Pedley was elected in 1948 and he served until 1972. Elmer Glaser became a Board member in 1949 and served through 1958. John Frenzel joined the Board in 1951 and served until 1968. Lucy Hoskins, the first woman to serve on the Board since 1936, was elected in 1959. She remained on the Board until 1966 and was re-elected in 1969 and she served until 1976. These six Board members participated in many of the critical decisions concerning the development of the junior college during the formative years. As individuals they were strong; few were ever contested in elections. As a result, these members served until they wished to retire. Their strength as a Board is apparent in the sections that follow.

Administration

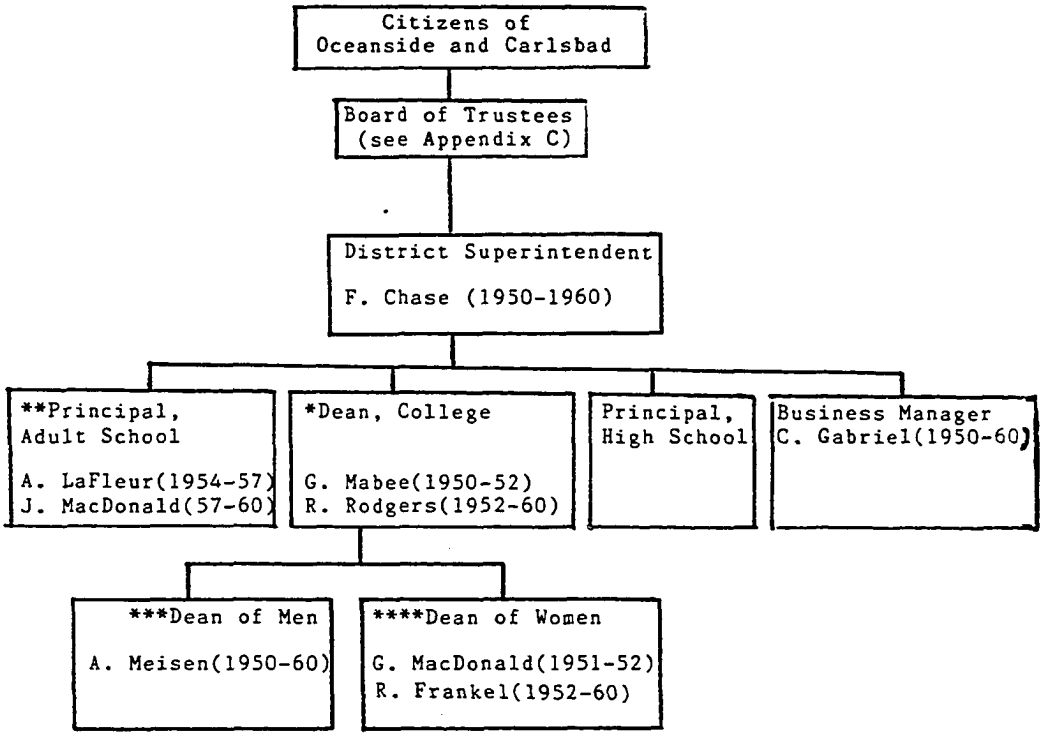
When the Board members chose to replace Kenneth Bailey as superintendent, they discovered that one of their members knew a judge who knew two men who might meet the Board's requirements (C. Pedley, personal

communication, 5/2/84). One of those men was Frank Chase, whom the Board subsequently hired as superintendent. Prior to coming to Oceanside, Chase had been principal of Sweetwater High School, National City, California.

Although he would not officially be appointed superintendent until July 1, 1950, Frank Chase was eager to begin his administration of the Oceanside-Carlsbad Union High School District. In April 1950, he sent the Board an organizational chart showing positions and duties of district administrators (see figure 5). It was Chase's feeling that although the dean of the college, the adult school principal, and the high school principal should each be responsible for the personnel, curriculum, and scheduling of his area, the high school principal should have the final responsibility. Because of Chase's attitude, and with Board concurrence, the role of dean of the college continued to carry little authority or responsibility. Chase changed the title of dean of the college to director of the college and later to president, without changing the authority or level of responsibility (O-CUHSD Minutes, 4/11/50).

Prior to receiving the organizational chart from the superintendent-elect, the Board authorized the hiring of George W. Mabee as director of the junior college. Just

OCEANSIDE-CARLSBAD UNION HIGH SCHOOL DISTRICT
1950-1960



*Title changed to Director in 1952 and to President in 1957

**Title changed to Dean, Extended Day Division in 1954

***Title changed to Dean, Instruction in 1957

****Title changed to Dean, Students in 1957

Figure 5. Organization Chart 1950-60

prior to coming to Oceanside-Carlsbad, Mabee served as director of Palo Verde College, another college organized as a department within a high school district. Mabee was soft spoken and a kindly man, but not an aggressive leader in the sense that Bailey had been or in the manner of Frank Chase (A. Meisen, personal communication, 11/14/83). Well liked by the students, and known for his cheerful "hello there" and big grin, Mabee served as director until November 1952 when a back injury he had sustained during World War II demanded medical treatment which required him to take a leave of absence ("Dean Mabee Takes Leave," 1952). When his injury did not respond to medical treatment, he submitted his resignation as dean effective January 1, 1953. With regrets, the Board accepted Mabee's resignation and proceeded to investigate applicants to replace him.

Superintendent Chase traveled to Visalia, California to interview and investigate an applicant in the area whom the Board thought it wished to hire; Chase also investigated Robert V. Rodgers, then serving as an administrator with the College of the Sequoias in Visalia. While Rodgers had not actively sought an administrative position with the Oceanside-Carlsbad College, he had expressed to his own superintendent his interest in moving

into an administrative position. This superintendent passed the word on to Chase, who asked to interview Rodgers. Pleased with the interview, and convinced the other person he had interviewed would not be satisfactory, Chase returned to Oceanside and recommended to the Board that Rodgers be hired as director of the college (R. V. Rodgers, personal communication, 12/2/83). Subsequently, Rodgers was hired as director of Oceanside-Carlsbad Junior College, effective February 9, 1953, to serve the remainder of the school year. As it turned out, he served for a period of ten years, from 1953 until 1964 (O-CUHSD Minutes, 1/27/53). Prior to his appointment at College of the Sequoias as dean of student services and instructor, Rodgers had been responsible for interpreting the college program to the many high school students in the college district and for the working relationship between the college and the community ("New O-C College Director," 1953).

Rodgers spent his first few years working diligently at his number one priority--raising the academic standards and improving the overall reputation on the college. One of Rodgers' first efforts to improve the image of the college was to eliminate from the college catalogue those courses which had not been taught for some time and to

ensure that the catalogue accurately reflected the curriuculum offered by the college. Later, when the accrediting team made suggestions for improving the quality of the academic program, Rodgers worked with the dean of instruction, Adolph Meisen, to implement those suggestions. When the first accrediting team visited the college in 1956, the members recommended strongly the reorganization of the responsibilities of the dean of men and the dean of women in terms of administrative and instructional assignments, stressing the need for attention to the responsibility for the improvement of instruction (Oceanside-Carlsbad College Application for Accreditation to the Western Association of Schools and Colleges [hereafter Accreditation], 1959). As a result of this suggestion and in keeping with the times, the Board, in 1957, changed the titles, as well as some of the responsibilities of the college administrators. Rodgers, the college director became the college president; Adolph Meisen, the dean of men, became the dean of instruction; and Ruth Frankel, dean of women, became the dean of students.

Meisen first came to the district in 1949 as dean of activities and instructor in the history department. He had taught first at the University of Mississippi, then at

Stanford University, where he specialized in history. Coming to Oceanside-Carlsbad College required diversification, since he would teach all of the history courses offered in addition to being released for 20 per cent of his time to coordinate student activities. Within two years, Meisen's title had become dean of men, but his duties remained much the same. During the Korean War, he added remedial English, philosophy, and arithmetic to his already diversified load, as the number of students decreased and the need for instructors to become generalists increased.

Even with the modifications in the administrative structure, Superintendent Chase utilized the power and authority delegated to him by the Board, and he developed administrative and other district procedures that would enhance the operation of the district for years to come. According to those who worked with Chase, there was never any doubt about who made the decisions while he was superintendent--he made them. He was a strong organization man, a strong leader, and a conservative one, giving much more attention to efficiency than had Bailey. "I think Frank had a heart of gold, but he didn't show it too often" (A. Meisen, personal communication, 11/14/83). According to Rodgers, college director/president at that

time, Chase spoke for both the high school and the college at Board meetings, although he was not obtrusive in the running of the academic affairs of the college. He seemed to be the kind of administrator the district needed at the time (R. Rodgers, personal communication, 12/2/83). Chase was interested in organization and financial management. Chase had command of the ship, and he ran a tight ship (A. Meisen, personal communication, 11/14/83; J. MacDonald, personal communication, 11/9/83).

Board minutes reflected Chase's ability to manage the organization efficiently, even frugally; in this respect he was aided ably by his business manager, Calvin Gabriel. Stories have been told of Gabriel and Chase insisting on the lowest priced supplies regardless of the quality or convenience of such supplies. One person interviewed recalled that once Gabriel purchased an entire truckload of "ditto" paper to be used for making copies which was so inferior in quality that faculty members surreptitiously dumped reams of it, a few pieces at a time, in trash containers so that new paper could be purchased on which copies could be adequately reproduced. Another interviewee recalled Chase and Gabriel--in an effort to save a few dollars-- ordering typewriter ribbon on large spools which had to be hand wound, by the instructor, on

to individual typewriter spools.

As is often the case, Chase's very strength proved to be what caused him trouble, with the faculty, if not the Board. Because Chase believed very strongly in the roles of the various players, he had demanded that the Board's role be limited to that of policy making and his be one of administering those policies. The Board seemed to accept its role during most of Chase's tenure.

Chase operated in a strict hierarchical pattern with the faculty having little say in the development of academic and professional matters, and no say in the governance of the district. During the first half of the fifties, the faculty was grateful for the stability Chase brought to the district (F. Johnson, personal communication, 8/14/83). As faculty members began to feel more secure in terms of the future of the district, however, they attempted to have more input into the decision making process. They considered Chase far too stern and authoritative and felt that he never understood them. The college faculty felt he was more favorably disposed to the concerns of the high school faculty, while the high school faculty felt just the reverse was true. Whether they were instructors in the college program or the high school program or both, the faculty wanted a

voice in what was happening in the district; Chase may have listened, but he made the decisions (A. Meisen, personal communication, 11/14/83).

Thwarted in their endeavors by the superintendent, some of the faculty members turned to the American Federation of Teachers (AFT) for support. One incident served as a catalyst to activate the faculty. In January 1958, Chase had decided unilaterally to extend the school year by one week. Faculty members first learned of his decision by reading the San Diego Union. They attempted to discuss the matter with Chase, but he was out of town. When he returned to campus on the following Monday, he found that a chapter of the AFT had been formed (J. McBroom, personal communication, 6/6/84). The faculty made its point and by the first of June, Chase had rescinded his decision to extend the school year. Chase abhorred the very thought of a union on his campus; consequently, he was often at odds with the faculty. From this confrontational environment arose various factions, resulting in some individuals not speaking to one another (J. MacDonald, personal communication, 11/9/83). While Chase's popularity with the conservative Board continued, the Board was not unaware of the dissension occurring between the superintendent and the staff.

According to some who worked with Chase (A. Meisen, personal communication, 11/14/83; J. MacDonald, personal communication, 11/9/83; J. McBroom, personal communication, 6/6/84), it was the dissension between him and the staff which caused him to submit his resignation. It was with regret that the Board accepted his notice of intent to retire in 1960. In Chase's last appearance before the Board in June 1960, he remarked that he felt he and the Board had maintained a good working relationship over the years, with only an occasional compromise on either's part (O-CUHSD Minutes, 6/14/60). Within a few years of his retirement, Chase died.

Having been notified of Chase's intent to retire late in 1959, members of the Board began to investigate possible applicants to replace him. For several months they met in executive session to establish qualifications, to discuss applicants, and to interview candidates for the position of superintendent. Before Chase retired, he had recommended that the Board interview H. Samuel Packwood as a candidate for the superintendency. The Board members interviewed Packwood, then serving as superintendent of the El Centro District, which included the Imperial Valley Junior College, but they also traveled to San Francisco to an administrators' conference to interview many of the

candidates who had applied (L. Hoskins, personal communication, 5/3/84). Board members were looking for someone who would promote the college program and fit into the community of Oceanside.

In January 1960, they voted unanimously to offer a four-year contract to H. Samuel Packwood. As the new superintendent, Packwood was the first to have previous junior college experience. A native of Nebraska, Packwood earned his Bachelor of Arts degree from the University of Nebraska and his Master's degree from the University of Southern California, where he was working on his doctorate. Before being elected to this position, Packwood had been a high school teacher, principal, and superintendent. He had had experience also as an instructor of social sciences in the junior college and as an adult educator. Just prior to coming to Oceanside, Packwood had served as superintendent of the city schools in the El Centro area, where six elementary schools, El Centro High School, and Imperial Valley College benefitted from his leadership ("Packwood Chosen New District Chief," 1960).

Everyone interviewed agreed that Sam Packwood was a most pleasant man. He grew up on a farm and was selected by the Board for his educational experience and because

the Board felt that he and his wife would fit well into the community of Oceanside. One administrator who worked with Packwood described him as the kind of man that "if your kids could grow up to be half the man Packwood is, they'd be doing great." Board members liked Packwood's personality, Chase had expressed faith in his organizational and management skills, and everyone was pleased with his warm and generous manner.

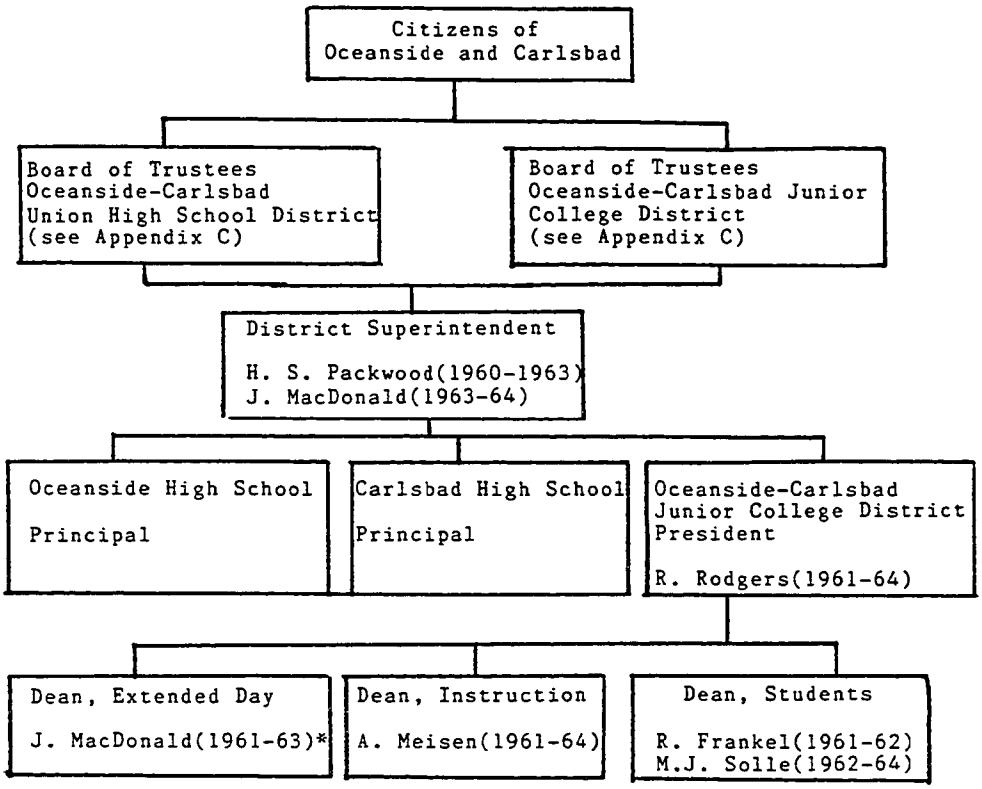
That Packwood was a kind and sensitive man was evidenced on his first day with the Oceanside-Carlsbad district. Arriving from El Centro with a carload of Imperial Valley vegetables, he invited everyone in to help themselves to the vegetables he had brought.

During 1960, the members of the Board also elected an alumnus of Oceanside-Carlsbad Junior College to serve as counselor and instructor in the high school program. John MacDonald graduated from Oceanside-Carlsbad Junior College in 1941, finished his degree at Humboldt State College in 1947 after spending four years in the United States Navy in the radio communications field. He completed his Master's degree at Humboldt, but returned to Oceanside in 1949 as a teacher of social studies and a coach of the varsity baseball team. In the early 1950s MacDonald left Oceanside temporarily to work on his doctorate in higher

education at UCLA. He returned in 1953 to work at Oceanside High School as a counselor, the dean of boys, and the vice-principal, sometimes coaching sports at the college, and was hired as dean of the extended day division in 1957 (J. MacDonald, personal communication, 2/1/84).

When the electors of the district voted in 1960 to establish a separate junior college district (discussed in detail in the section entitled Development of the District) it became necessary to amend the superintendent's contract. Separation of the districts required that two discrete boards be maintained, although the same members could serve on both boards, which happened (see figure 6). Members of college Board at this time were Gardner Barnard, Clinton Pedley, John Frenzel, Russell Grosse, and Lucy Hoskins (L. Hoskins, personal communication, 5/3/84). Since the high school and the college Boards consisted of the same members, the Boards met in sequence--the college Board meeting directly following the high school Board meeting. The Boards voted to amend Superintendent Packwood's contract so that two-thirds of his responsibility and salary were with the high school district and one-third of his responsibility and salary were with the college district (O-CUHSD

OCEANSIDE-CARLSBAD UNION HIGH SCHOOL DISTRICT
OCEANSIDE-CARLSBAD JUNIOR COLLEGE DISTRICT
1961-1964



*Became acting superintendent in 1961, assistant superintendent in 1962

Figure 6. Organization Chart 1961-64

Minutes, 7/7/61).

Unfortunately, Sam Packwood suffered a stroke in November, 1961, and both Boards called a special meeting to select an acting superintendent, feeling certain that Packwood would eventually return to resume his duties. From the staff on hand, members of the two Boards selected John MacDonald, dean of the extended day division, to serve as acting superintendent. Since the college Board had already appointed MacDonald to head an upcoming bond election which was tied closely to the selection of a site of a new campus, it was not surprising that both Boards selected him as acting superintendent, since site selection and the passage of the bond election to fund the site were the primary goals of both Boards at that time. MacDonald stepped in immediately, serving during a critical time in the life of the college until Packwood resumed his duties as superintendent in July, 1962. Pleased with the way MacDonald had handled the district during Packwood's illness and at Packwood's suggestion, the Boards then named MacDonald assistant superintendent-educational services upon Packwood's return.

In January, 1963, the college Board received a letter from President Rodgers asking to be reassigned from his

position as college president to that of college instructor beginning with the 1963-64 school year. He cited personal reasons and a desire to return to the classroom (R. V. Rodgers, personal communication, 12/2/83). Rodgers' request was granted (Oceanside-Carlsbad Junior College Distirct [hereafter O-CJCD] Minutes, 1/8/63). On January 16, 1963, the Board received a letter from Superintendent Packwood suggesting that John MacDonald be named president of the college, with the hope that MacDonald could devote most of his time to planning the construction of the new campus. At that meeting, the Board voted unanimously to accept Packwood's suggestion, naming MacDonald President, Oceanside-Carlsbad Junior College and Assistant Superintendent--Educational Services, for both districts (O-CJCD Minutes, 1/16/63).

At the December 17, 1963 Board meeting, the Board received a letter from Packwood stating that he wished to be relieved of his duties as superintendent in order that he might finish his career in education in the classroom where he had started. The Board regretfully accepted and honored his request effective July 1, 1964 (O-CJCD Minutes, 12/17/63).

At the January 7, 1964 special meetings, the Boards met in executive sessions to discuss the selection of a

superintendent for the junior college district, as well as a superintendent for the high school district. At the close of the executive sessions, the members of the college Board met in open session to offer a four-year contract to John MacDonald as Superintendent of the Oceanside-Carlsbad Junior College District and President of the College. The motion carried unanimously, establishing yet another marker event in the life of the college, as MacDonald would serve the college and the district in this capacity for eighteen years until his retirement in June, 1982 (O-CJCD Minutes, 1/7/64).

During these years the district was well served by two classified staff members who aided the administration. Calvin Gabriel, who served as business manager, and Sara Kilbourne, who served as registrar, were of invaluable help in carrying out the myriad of duties necessary to the maintainence of a school district.

Faculty

By 1962, when the college had separated in name from the high school, members the college faculty began to look for a constructive method whereby they could best serve the college through participation in the decision making process. Since the late 50s, some faculty members had

been members of the American Federation of Teachers; others had held membership in the California Teachers Association, which opposed the AFT; and still others belonged to both groups or neither. No group had exclusive membership rights on campus, but such fragmented membership often caused dissension and a communication problem among faculty members as well as between the faculty and the administration (J. McBroom, personal communication 6/6/84).

A few of the non-union members struggled with ideas for methods which would allow them to work together with their unionized colleagues in a constructive way. Discouraged by the in-fighting and the fact that no one was making any headway toward being able to participate in decision making, the small group of non-union members rallied around the seed planted by one of their members, James Crumley, to form an academic senate not unlike those found in the University of California and State College systems.

Encouraged by the support of Superintendent MacDonald during the 1962-63 school year, James Crumley and Patricia Rothermal worked diligently to create interest among the other faculty members. Warren Boyce, drafting instructor and union member, served as the chair of the faculty group

that year. Boyce and other faculty members discussed the philosophy expressed primarily by Allison Gilbert, James Crumley, and Patricia Rothermal, and eventually the faculty approved the concept of an academic senate in June 1963 (P. Rothermal-Dresselhaus [hereafter P. Dresselhaus], personal communication, 11/28/83).

Five faculty members, representing five broad curricular areas of the college, served as the working committee to develop the constitution and by-laws. Those members--James Crumley, James McBroom, Henry Meier, Patricia Rothermal, and Harry Phillips--along with Superintendent MacDonald, worked most of that summer to develop the purposes, underlying philosophy, and by-laws for an academic senate. Because some of the non-union members had had previous difficulty in being recognized to speak in faculty group meetings, the by-laws of the academic senate stated that all certificated members of the staff would be members of the senate and that all had the right to speak at senate meetings. Also, if anyone had a concern he or she wished brought before the senate, the item would be discussed at the next meeting. Perhaps the most unique aspect of the senate as it developed then and continues today was that all certificated members of the faculty--teaching faculty as well as

administrators--were made members of the senate. Those who founded the senate believed strongly that having both faculty and administrators as members of the senate would ensure communication and participation in the decison making process, and therefore included such a provision in the by-laws of the senate (P. Dresselhaus, personal communication, 11/28/83).

Establishing the academic senate did not occur without struggle; but eventually all of the faculty members, even those who had been most adamant supporters of the union, signed the constitution and by-laws of the academic senate. The importance of this event cannot be overemphasized in the history of the college. The academic senate was to be the only official faculty group on campus. While individual faculty members could hold membership in any professional organization such as the California Teachers' Association (CTA) or the American Federation of Teachers (AFT), the by-laws provided that neither these groups nor other professional organizations could be organized on campus to represent the faculty. Thus avoiding the problem of a unionized atmosphere, the faculty, with President MacDonald's support, organized for collegiality--a marker event in the life of the college--for the concept of collegiality was to be the

standard of operation for the years to follow (J. MacDonald, personal communication, 7/14/83, P. Dresselhaus, personal communication, 11/28/83).

Throughout the period of the fifties and the sixties, the faculty taught under various stressful conditions. In the early fifties, during the Korean War, those faculty members who were not called to active duty service became education generalists. Because enrollment dipped to a low of 125 students, faculty found themselves teaching transfer level courses in the area of their specialty and picking up various other remedial courses as necessity demanded. It was not uncommon for a history teacher to be teaching a section of arithmetic or another area of basic studies. There were simply not enough students enrolled to warrant hiring specialists in all subjects. This tendency to ask specialists to become generalists may have caused a temporary lowering of academic standards until the end of the fifties, when the accreditation team offered some suggestions for attending to the improvement of instruction.

Accreditation

The Western Association of Schools and Colleges agreed in 1954 to accredit junior colleges as part of its service to the postsecondary institutions in the far western portion of the United States. In 1956, Oceanside-Carlsbad Junior College applied for accreditation, completing a self-evaluation of the physical, professional, and curricular structures of the college, before being visited for two days by a team of officials from junior colleges, four year colleges, and the State Board of Education. This accreditation visit was the impetus for many positive changes that occurred within the college in the late fifties. Granting the college a three-year accreditation, the team offered many recommendations for action. The need to separate the college from the high school was a thread that ran consistently through the recommendations. Recognizing the problem of being situated on the same campus, even though most of the college classrooms were "across the street," the accrediting team suggested that the college discontinue following the same bell schedule as the high school; that the teaching staffs be separated as quickly as possible; that the curriculum committee separate into two: one for the development of college curriculum, one

for the development of high school curriculum. Additionally, the team suggested that there be stronger leadership in instruction and recommended that the college administrative structure include a dean of instruction. The team encouraged greater breadth in general education courses and more student and community involvement in decision making (Accrediation, 1959). When the next accreditation team arrived in the fall of 1959, most of the previous team's suggestions had been adopted.

The 1959 accreditation team had several new recommendations. Noting that the library was outstanding as a high school library, they felt it was inadequate for college purposes. The team recognized a need for the instructional staff to abandon teaching methods employed by instructors of high school courses, such as allowing study time in class for students, depending on textbook publishers' teaching manuals for the preparation of class content, and relying on student use of workbooks as study aids. The team's suggestions were to reduce the teaching load of the college faculty to ensure more preparation time and again, to separate as much and as quickly as possible from the high school (Accreditation, 1962). An editorial in the student newspaper, the Chariot, mentioned that the team members would have granted the college a

longer accreditation period than three years had the district provided for the separation of the junior college and high school campuses ("O-CC Receives Re-accreditation," 1960).

When Oceanside-Carlsbad College received its next accreditation in 1962, it was for four years, giving the college an opportunity to operate for a full year on its new campus, with its separate district, before being visited.

Curriculum

When Robert V. Rodgers arrived on campus in 1953 to assume the role of director of the college, he found that the college catalogues contained numerous courses that were not being taught. When he questioned the existence of these courses, he was told that many of them had never been taught but were in the catalogue in case a student needed to take such a course. It was rumored, according to Rodgers, that some of these courses may have appeared on the transcripts of football players as bonafide courses for which they had been given credit without the courses having been offered (R. V. Rodgers, personal communication, 12/2/83). These charges were never substantiated. One of his first priorities and an ongoing

one was to clean up the academic offerings in the catalogue, to make the course offerings of the college more academic, and to see that the course descriptions in the catalogue matched the course outlines that were being taught.

Once the catalogue was edited, few courses or programs were added to the curriculum until the first WASC (Western Association of Schools and Colleges) accrediting team visited the campus in 1956. Those courses which were added came about as the result of instructors being available to teach them, as well as from a demand for such courses from the students. A district wide committee of both high school and college instructors reviewed curriculum development. The main areas of the curriculum centered around general education courses, pre-professional preparation, vocational education, and other elective courses leading toward an Associate of Arts degree.

Because resources were scarce, room use limited, and faculty split between the high school and the college, it took creative scheduling, with Rodgers, Meisen, and the high school principal working together, to provide a schedule of courses that met the needs of all the students, using faculty members who were available and

competent to teach in various areas (R. V. Rodgers, personal communication, 12/2/83).

In 1957 a mathematics course became a requirement for graduation, and in 1959 the faculty recommended to the Board that students be required to take either Psychology 1A or Psychology 17 prior to graduation. Since counseling of students took place in such a class, the Board concurred (Catalogue, 1957; O-CUHSD Minutes, 7/7/56).

Disturbed that students could graduate with a grade point average of less than a C, the college faculty recommended to President Rodgers, who took the recommendation to the Board, that a policy be established requiring at least a C average for students graduating from the college. Agreeing that this would be "an improvement and upgrading of the scholastic standards of the college," the Board voted unanimously to establish such a policy (O-CUHSD Minutes, 7/24/56).

Until 1959, both the high school and the college were tied to the same bell schedule. Approximately every fifty-five minutes a bell would ring, signaling the end of one period and indicating that students had a few minutes to pass to the next class. Finally, in 1959, the Board accepted the recommendation of President Rodgers to

differentiate the bell system. The plan was for the college to operate in fifty minute segments, with a buzzer sounding on the hour, then fifty minutes later, signifying the end of the period. This arrangement enabled the college students to have seven full periods during the day, as opposed to the six period schedule of the high school; also, it made available an eighth period from three o'clock until 3:50 for special laboratory hours. Board minutes indicate that while no formal action was taken on this issue by Board members, "they appreciated this improvement in scheduling" (O-CUHSD Minutes, 6/8/59).

In 1961 a small furor developed over the 1959 mandate of the California Education Code which stated:

> There shall be a daily pledge of allegiance to the Flag of the United States in each public school, conducted in accordance with regulations which shall be adopted by each governing board.

Much discussion took place, not so much over whether the pledge should be recited daily, but rather during which period or in which subject. President Rodgers finally recommended to the acting superintendent, who recommended to the Board, that the pledge be given daily in each classroom at the beginning of the second period (O-CJCD

Minutes, 12/12/61).

The 1959 accrediting team had recommended that the college structure a more formal method by which to develop the curricula. Specifically, they suggested that the administrators organize departments with chairs in order to spread leadership and to encourage greater faculty participation in curriculum development. The team recommended also that the administrators establish a curriculum committee to provide unity and continuity. Following the team's recommendations, the administrators organized such divisions, but the chairs received no released time or extra compensation. Divisions inaugurated in 1960 were Art, Business Education, English and Speech, Foreign Language, Home Arts, Mathematics and Engineering, Music, Science, Social Studies, Physical Education and Athletics.

Vocational education developed slowly within the junior college, perhaps because the opportunities to work within industry and large businesses were very limited in the North County area. By 1962, however, certificates were offered in three vocational areas: drafting, secretarial science, and police science. Although no certificate programs existed in other fields, the college did offer courses in real estate, electricity, and

electronics (Accreditation, 1962, p. 20).

Student Activities

Enrollment in the junior college grew steadily during the 1950s, except for the period of the Korean War. Enrollment reports sent to the State Department of Education revealed that in 1953 only 127 students were enrolled full-time. This number climbed to 248 by 1956, and by 1960 an all-time high of 305 full-time students was recorded. At the same time 618 part-time students were also enrolled in the college (Accreditation, 1962). Since 1949 Oceanside-Carlsbad Junior College had been authorized to offer education to veterans; consequently, the 1950s brought to the campus returning veterans from the Korean War who were aided financially in their quest for education through the G. I. Bill of Rights. In 1961 the student newspaper, the Chariot, featured an article on foreign students attending the junior college. That year there were twelve foreign students from Hong Kong, mainland China, Japan, and Denmark--four times the number who had been in attendance the previous year.

One of the traditions President Rodgers initiated in the mid-fifties was a formal commencement exercise. Believing more a more formal graduation ceremony would

encourage the community to take the college more seriously, Rodgers asked the faculty to march in academic garb in a formal procession. Live music was played, sometimes by the Marine Corps Band, well-known speakers delivered the graduation addresses, and community members were invited to attend the graduation ceremonies (R. V. Rodgers, personal communication, 12/2/83). Many of the traditions established for graduation ceremonies by Rodgers are still in effect in 1984.

Throughout the fifties and into the sixties, Oceanside-Carlsbad Junior College students continued to participate in athletic and other school activities much as they had done during the school's first decade. While some of the minor sports were offered sporadically, depending on the availability of a coaching staff and student interest, football and basketball continued uninterrupted. The 1950 yearbook credited football season as the incentive to get back to school (Spartan, 1950). In 1956 the district hired John W. "Bill" Corchran as football coach and counselor. According to Rodgers, hiring Corchran was one of the best moves in the history of the college. In addition to being a good coach, Corchran was good with the students, recruited athletes who joined the team and enrolled full-time in the college,

and most important kept every aspect of athletics open and above board (R. V. Rodgers, personal communication, 12/2/83).

Under Corchran's coaching, the 1957 football team won the South Central Conference championship; school spirit and morale increased dramatically. As a sign of the times the yearbook devoted thirteen pages to football. Coach Corchran subsequently coached his teams to so many victories that school and local newspapers often referred to him as "the winningest coach in junior college football." Men faculty members rotated as coaches for the other varsity sports: basketball, baseball, tennis, track and field, and golf. No competitive sports for women were offered until the middle 1970s.

Homecoming queen, Irene Horvath, brought national acclaim to Oceanside-Carlsbad Junior College when her election caused a two person team from Life magazine, which was contributing to a nationwide article on homecomings in various American college, to visit the campus on October 23, 1959 ("Life Magazine Visits O-CC Campus," 1959). The obvious interest in interviewing this homecoming queen was attributed, no doubt, to the fact that the sophomore was 72 years old. Elected from among her peers, Queen Irene was highly regarded for her

enthusiasm and for her participation in college classes and activities. Reveling in national recognition in newspapers, magazines, and on television, students cheered as photographers captured many shots of Mrs. Horvath, including one in which she was hoisted on the shoulders of a few football players. Campus photographers captured for the yearbook a shot of Coach Corchran handing Queen Irene a game ball.

Several student organizations remained active from their onset. Among those to have stable memberships were the Associated Women Students, Associated Men Students, Keymen, and Alpha Gamma Sigma, the honor society. As interest appeared, special academic groups such as the political scientists, journalists, broadcasters, young farmers, and scientists and engineers developed. At various times the Lettermen were active; Circle K and Campus Christian had branch clubs on campus; and at one time a club existed for the veterans. Throughout these years students remained actively involved in the publication of the student newspaper, the Chariot, and the production of the annual whose name was changed in 1950 from the Phalanx to the Spartan. In 1961, however, the students voted to reduce the size and cost of the 1962 annual, which was to be the next-to-the last one published

by the Oceanside-Carlsbad Junior College. In November 1963, President MacDonald indicated that it had been decided not to produce an annual that year because of lack of interest on the part of students and because of a statewide move on the part of junior college administrators to dispense with the publications of annuals in the junior college (O-CJCD Minutes, 11/16/63).

While the details changed often, student government remained a constant source of unification for the junior college students. Throughout the years, the strength of the student government depended on the personalities who held office rather than on the structure itself.

Various auxiliary services were offered to the junior college students. From the beginning until the college was moved to the new campus in 1964, free bus transportation was provided to students who lived more than three miles from the campus. Scholarships covering all books and Associated Student Body cards were offered to any sophomore with a cumulative B average as well as to outstanding freshmen from the local high schools. A bookstore and snackbar operated for the students' convenience. (Accreditation, 1959).

Modeled after a similar program at American River

College, Oceanside-Carlsbad Junior College offered students a counseling-psychology program which was organized so that the instructors of psychology served as counselors to their students. Since Psychology 1A was required for graduation, each student received group counseling from his or her instructor, who remained the student's counselor for the length of time the student remained at the college (Accreditation, 1962).

One unique aspect of student activities was the development of the student liaison committee. Established in the late 1950s as a response to the accreditation team's suggestion that students become more involved in college decision making, the committee was comprised of students representing a cross section of the student body, but the bimonthly meetings were open to all students and were held with members of the faculty and administration in an effort to bring faculty and students together. Among the topics that surfaced for discussion were potential offerings of various courses, the controversy over presenting the theory of evolution in the classroom, buy-back prices for college books, cheating on examinations, vandalism, and suggestions for additional courses of interest to various elements of the student body ("Deficiency Removed," 1959; "Liaison Group Told,"

1961; Accreditation, 1959).

Development of the District

As Superintendent Chase began his duties in 1950, the Governing Board of Palomar College still appeared interested in annexing Oceanside-Carlsbad Junior College. In May, 1950, Board President Barnard stated that he had been approached verbally by the Palomar College Board to discuss the possibility of annexing the district to Palomar. The Oceanside-Carlsbad Board of Education discussed the matter at great length once again and decided that this did not seem a logical time for the district to be annexed to Palomar and advised the Palomar Board accordingly (O-CUHSD Minutes, 5/11/1950). Later that month, rumors reached the Board that people from Palomar College were questioning the continued existence of Oceanside-Carlsbad College and were pressuring both faculty and students to move to Palomar College. Board members discussed the rumors and reiterated that at no time had they been, nor were they considering abandoning the college in Oceanside. Even after a Palomar representative appeared before the Board formally suggesting that the district join forces with Palomar they did not alter their stand.

In November 1950 the Board took action to expand the junior college program; this included creating a thirty-acre site for the junior college adjacent to the current site. Board members suggested that these plans be announced publicly through the newspapers and that a sign be erected at the corner of Mission and Horne, announcing the future site of the junior college.

Students voiced their approval of the Board's action in their student newspaper, stating "the Board went on record as definitely being opposed to ever becoming a part of the so-called Northern San Diego County Junior College District; and, at the same time decided to keep and maintain our College for the youth of this and the surrounding communities. Congratulations to the gentlemen who spend so much time and effort (gratis) to keep our schools going" ("O-C District Board," 1950).

In 1951, preliminary plans were made for the closing of the street which separated the two school sites, and for the development of a master plan for the district. It appeared that because of the national emergency created by the United States' involvement in the Korean War, federal building funds might not be available. Consequently in 1952, the Board called for a bond issue to provide roughly half a million dollars for the expansion of the high

school and junior college plant. Because a two-thirds majority vote was needed, the first election held on April 22, 1952 failed by 13 votes; 1333 person had voted yes, 764 no. The Board, at the urging of many citizens, called another referendum for May 27, 1952. Board members emphasized in the announcement of the second bond referendum that the passage of such bond issue would re-house the entire junior college, free thirteen classrooms for high school use, enable the district to build new music, shop, and library facilities which would be shared by the high school and the college, and ensure the continuance of the junior college. Again, the bond issue failed, this time by a vote of 1715 to 1513. As before, a two-thirds majority was needed for passage of the referendum (O-CUHSD Minutes, 4/24/52; "Voters Defeat High School," 1952).

Meanwhile, the Palomar Board persisted in its attempt to annex the Oceanside-Carlsbad College. The Board responded to Palomar's formal attempt to annex the district by requesting a hearing by the County Board of Supervisors so that the Board members could protest the annexation. The hearing was held on August 26, 1952 (O-CUHSD Minutes, 7/8/52). Members of the Board unanimously adopted a resolution reaffirming their belief

in the value of maintaining the junior college in Oceanside and protesting the effort and manner of the Palomar College Board in its attempt to annex the district. Not satisfied with recording the resolution in the Board minutes, members directed that it be mailed to the newspapers in the northern county area (O-CUHSD Minutes, 7/8/52).

The students continued the protest against annexation by polling the student body in October 1952. Of those students polled, 96% were against annexation. Students noted that they would not attend Palomar should the Oceanside-Carlsbad District be dissolved ("O-CC Students Vote No," 1952).

Because the law stated that annexation could occur automatically unless 20% of the voters in the districts to be annexed petitioned to have the annexation issue appear on the ballot in an election, it was imperative that the Board, administration, and faculty of Oceanside-Carlsbad Junior College District walk precincts in order to acquire the number of petition signatures necessary. Admitting that this was a very traumatic time for them, staff members were rewarded for their efforts as the citizens of the Oceanside-Carlsbad District indicated their support of the local college by defeating the annexation request at

the polls on October 14, 1952 by a margin of more than three to one. A simple majority was required to defeat the issue and 2549 voters opposed annexation, while 771 favored it (A. Meisen, personal communication, 11/14/83; "College Annexation," 1952).

During 1953 and 1954 planning and construction of new buildings took place, and by September 1955 eight classrooms were completed and ready for use by the junior college students. Because of complications in construction, the Junior College Center which contained the junior college administrative offices and a student activity center was not completed until February, 1956. Also, in 1956, a district library, serving the needs of the high school and the junior college, was built on the new junior college site. In 1957, three additional classrooms were completed, and in 1959 a final wing of seven classrooms was constructed (see figure 7). Thus, when the 1959-60 academic year began, the junior college could accommodate 500 full-time day students on a total of 30 acres, separate from the high school except for music, shop, physical education and library facilities.

However, Board members and interested citizens had not planned for the junior college to remain adjacent to and a part of the high school. Although they had

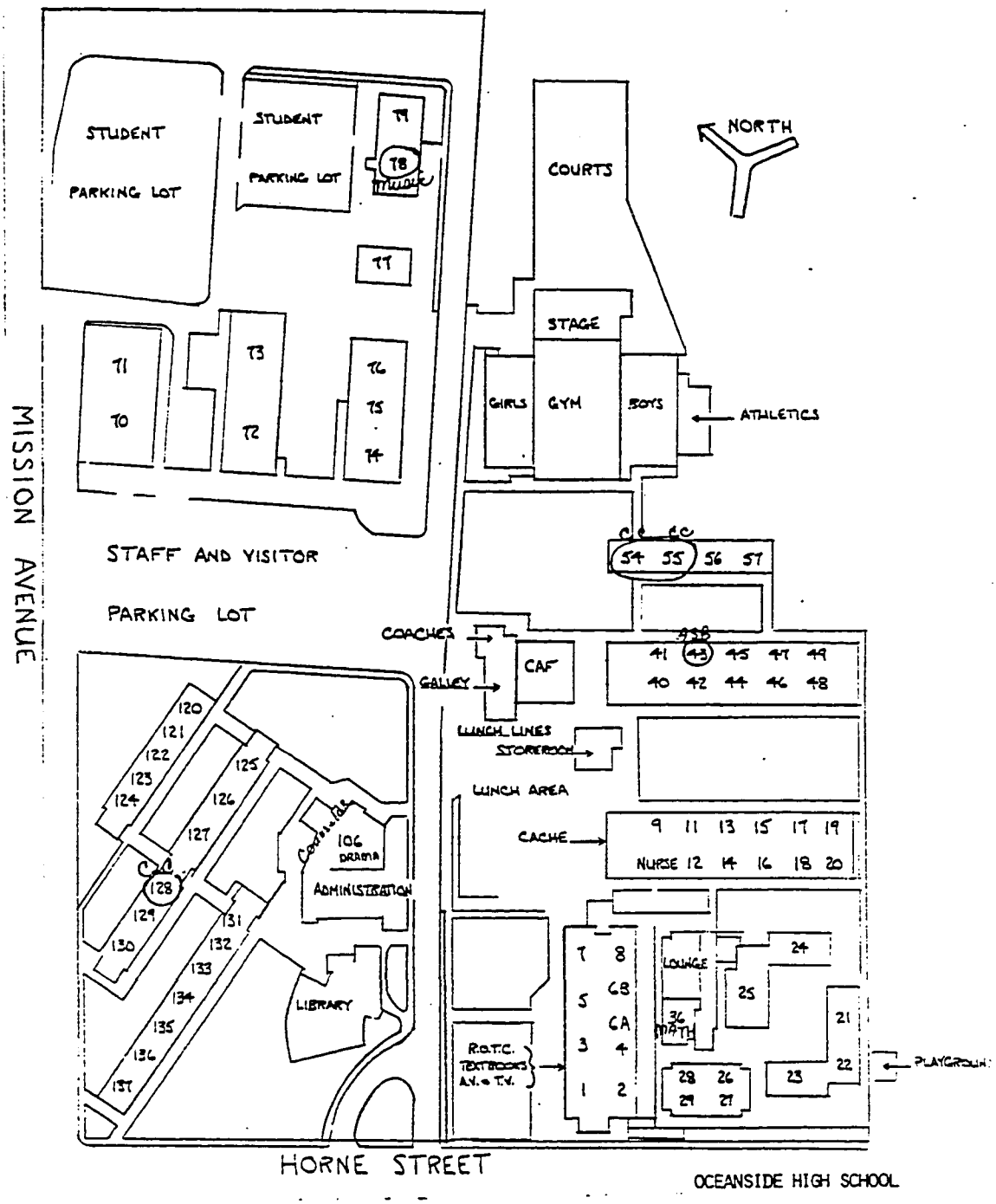


Figure 7. Oceanside-Carlsbad Junior College
1957

constructed the buildings to accommodate the junior college, it was with the intent that these buildings would be used eventually to take care of the expanding growth of the high school. Superintendent Chase, mindful of the population growth in both Oceanside and Carlsbad, anticipated that not only would the junior college classrooms adjacent to the high school campus be needed for the high school but most likely a new high school campus would have to be built in Carlsbad.

When the accreditation team visited the junior college in 1956, they stressed the need for the junior college to establish its own identity separate from that of the high school and encouraged the administration to plan as quickly as possible for a separate site. Thus, Superintendent Chase presented to the Board a plan for the purchase of a new junior college site as well as two additional school sites to be financed by a tax increase of fifty cents per $100 of assessed valuation for a period of five years. He anticipated that this amount would also cover operational expenses and capital outlay necessary for the district (O-CUHSD Minutes, 1/13/59). Members of the Board set December 1, 1959 as the date for the tax rate election. The voters failed to approve the referendum, rejecting the tax increase by a margin of

1,342 to 744 in a turnout of 25% of the voters ("Local Voters," 1959).

Meanwhile the county Committee on School District Organization met and voted unanimously to call for the creation of a junior college district in the north coast area of San Diego County. Along with the Oceanside-Carlsbad Union High School District Board, the Committee hoped first to establish the separate district, then to incorporate the San Dieguito High School District into the new college district. Members of the Board set the referendum for June 7, 1960.

Early in 1960, Board members authorized the organization of a citizens' advisory group to perform two major functions in anticipation of the proposed referendum. The advisory committee was directed to study the "whole matter of junior college district organization . . . and, to review the total problem of high school and junior college education in the district . . . with particular attention to growth and needed housing, educational service, and needed financing of both" (O-CUHSD Minutes, 2/5/60). This group, together with other community groups, the Board, members of the administration, and students worked diligently during the next few months to educate the voters, hoping they would

understand the issue and approve the creation of a new junior college district. Tom Braden, editor of the Oceanside Blade Tribune, presented the issue facing the citizens in an article in the Blade in which he commented that "Oceanside-Carlsbad Junior College is being choked to death . . . . Something has to give. And unless the people of these two cities wake up to it, they will shortly be left without a college to call their own" ("Enrollment Squeeze," 1960).

According to an article in the Chariot, supporters of the separate district distributed flyers and attached bumper stickers to automobiles advocating the new district, merchants displayed campaign posters, and members of the speakers bureau addressed community groups ("Separate Junior College," 1960). The Chariot cited four main advantages of the creation of a separate district. The editors felt that by creating a separate junior college district, the stage would be set for other districts to annex to the new district, especially the San Dieguito district; the separation would result in completely distinct financial operations, including budget systems and accounting procedures; the new district would be able to call for a bond referendum when in financial need and such referenda would focus soley on the junior

college problems without being complicated by the inclusion of high school matters; and, the new district would cause the junior college to achieve the autonomy so greatly desired and needed ("District Separation," 1960).

Vigorous campaigning on behalf of the college supporters was rewarded with the passage of the junior college district formation proposition on June 7, 1960 by a margin of four to one, and thus, the college experienced another marker event in its existence ("Voters Indicate Approval," 1960). Shortly after July 1, 1960, the Board began preparations to separate the two districts, as the separation would become operable on July 1, 1961.

At the same time, the Oceanside-Carlsbad Junior College District Board began planning for a referendum to annex San Dieguito to the Oceanside-Carlsbad College District. The Board hoped that the referendum would be held at an early date in order to clarify and facilitate planning for the junior college. Believing that it would be in the best interest of the citizens in both areas if the San Dieguito area were annexed to the new district, the Board expressed awareness, however, that the decision to be annexed to the junior college district was in the hands of the voters of the San Dieguito district (O-CJCD Minutes, 9/3/60). While members of the Board hoped the

voters would approve the annexation of their district to the Oceanside-Carlsbad Junior College District, they acknowledged that such an annexation would increase the tax rate for residents of the San Dieguito area. In November 1960, the citizens of the San Dieguito Union High School District defeated a measure which would have annexed their district to the Oceanside-Carlsbad College District, by a vote of 3,409 to 4,401. The result of this vote was to leave them as before in the status of a free territory. As citizens of a free territory they were assessed by the county assessor, then their taxes were collected and appropriated to the various junior college districts in the area (O-CJCD Minutes, 11/9/60).

Since the Oceanside-Carlsbad College Board had delayed its planning for the new junior college until the question of annexation was decided by the voters in the San Dieguito area, it began in early 1961 to consider a building program for the junior college district whose boundaries were co-terminous with those of the Oceanside-Carlsbad Union High School District. Board President F. Gardner Barnard, Jr. pointed out that since enrollment projections for the high school indicated that the entire campus would be needed by the high school within two years, the Board should proceed as rapidly as

possible with planning necessary to build a new junior college facility on a new a new site (O-CJCD Minutes, 1/24/61).

Site Acquisition

Members of the Board may have recalled that as early as 1957 they had projected that by 1961-62 the enrollment of the junior college would have reached 500 and that of the high school would be close to 2,000, thus creating a need for a separate junior college campus. At that time, they approved the idea of acquiring an area up to 100 acres in the district suitable and desirable for a junior college campus (O-CUHSD Minutes, 1/22/57). In July, 1957, the superintendent reported back to the Board on the progress of site acquisition, pointing out that the area between Oceanside and Carlsbad on Vista Way seemed the most suitable for a new campus. The Board authorized the superintendent to contact the Realty Boards in Oceanside and Carlsbad, hoping to secure a gift of land in the Vista Way area on which to build the junior college campus (O-CUHSD Minutes, 7/23/57).

Architectural engineers were hired to complete feasibility studies of the sites being considered, and the Board voted unanimously to authorize the superintendent to

negotiate with the owners of some property east of El Camino Real, just south of Vista Way, at a purchase price not to exceed $1,250 per acre (O-CUHSD Minutes, 11/26/57). Meanwhile, the State Schoolhouse Planning Commission met with the San Diego County Planning Commission. The commissions jointly recommended to the Board that it plan for at least 4,000 students; purchase a site with more useable acreage; and, consider a site near the County dump area. Minutes indicate that the Board considered these recommendations with "an open mind," although in their preliminary opinion such a site would not be practical (O-CUHSD Minutes, 12/10/57). In addition to their recommendations, the county and state authorities indicated the El Camino Real property proposed for purchase by the Board was not suitable because of the tremendous differences in elevation on the site and because there were an insufficient number of useable acres. So, the search for a site continued.

By 1959, it appeared to the Board and the superintendent that the search for a site should be delayed until after the decision had been made by the electors in the San Dieguito area regarding annexation. When that decision was made in November 1960, the Board authorized Superintendent Packwood to prepare educational

specifications for the new junior college, including the educational program and building equipment needs. The Board made it clear also that members of the college staff were to assist in this preparation (O-CJCD Minutes, 11/15/60). For the next two years, members of the college staff did, indeed, work diligently to prepare these specifications.

In early 1961, the Board hired the Los Angeles architectural firm of Kistner, Wright, and Wright to design the new campus (O-CJCD Minutes, 3/7/61). Following this action, the Board appointed a citizens advisory committee to aid in the acquisition of an appropriate site. The next few months proved to be busy and lively ones as the Board and the site acquisition committee met independently almost non-stop in an attempt to find the one best site. During those months the Board received 27 proposals for sites (J. MacDonald, personal communication, 11/9/83). Sites were referred to the Board; after preliminary discussion and evaluation, the Board provided the advisory committee with data on several sites; the committee then made further recommendations and reported them back to the Board.

The decision to acquire a new site brought to the fore several major issues which the Board discussed.

Money was a principal concern, but the Board was aware that the potential low cost of raw land for one piece of property might in the long run cost the district more money, depending on the amount of grading, proximity to utilities, etc. Consequently, initial cost was not the only concern. Location of the site was another important consideration. The campus must be located central to both cities, near access roads and the current populace. Carlsbad citizens declared that they would support the bond election only if the site chosen would be fairly close to Carlsbad (J. MacDonald, personal communication, 11/9/83). A third issue was that the site be useable without too much grading and filling and that it be suitable for future construction and development as a college campus.

A referendum was set for October 17, 1961. While the advisory commitee and the Board had discussed several sites, it became apparent that none of the sites thus far suggested or offered would meet the three criteria. Moreover, as the date for the referendum grew closer, it became apparent that the citizens in Carlsbad would not approve the referendum unless a site had been chosen which was near Carlsbad, Board members were in a quandry. If a site could not be found prior to October 17, 1961, should

the referendum be postponed? Should the referendum be held even though a site might not be selected by that time? Should the Board select a site with which it was not completely satisfied? Not willing to compromise by selecting a site with which they were not happy, members of the Board voted to allow the referendum to proceed, banking on the fact that people in the district were committed to purchasing a new site without knowing which site might be chosen. Carlsbad citizens reiterated, however, that they would not support the bond election unless a site central to Carlsbad was selected (J. MacDonald, personal communication, 11/9/83).

Clinton Pedley, longtime Board member, recalled that in a last-minute effort to find an appropriate site before October 17, he scoured a topographical map and began searching for suitable vacant land in the Tri-City area of Vista, Oceanside and Carlsbad (C. Pedley, personal communication, 5/2/84). He discovered what was known as the Henie property and according to John MacDonald, Board members Barnard and Cockrill drove a winding dirt road to the top of the hill overlooking the Pacific Ocean and decided this was the one best site (J. MacDonald, personal communication, 11/9/83). The architects liked the site: from the standpoint of location, grading, and

construction, this site could be handled better than any site they had visited to date (O-CJCD Minutes, 10/9/61). One week prior to the bond referendum at a special Board meeting on October 9, 1971, the Board announced it had studied a section of the property owned by Sonja Henie, renowned ice skater, that was located northwesterly of the new Tri-City hospital, in the area of Vista Way and El Camino Real. Board members showed the site to the editors of the Carlsbad Journal and the Blade Tribune, satisfying both that the site they hoped to acquire was indeed centrally located.

With the support of several organizations including the local teachers' associations, the carpenters' unions, various P.T.A.'s, the local chapter of Business and Professional Women, and the American legion, momentum gathered for the passage of the referndum. An editorial in the Blade urged voters to favor the junior college, reminding parents of the advantage of educating their children close to home. The editorial concluded with "it is a great satisfaction to note that most of the community's citizenship is responding with endorsements of the bond election" ("Junior College Week," 1961). In spite of the fact that the site had not yet been purchased officially, the bond election was successful--2,694 to

1,166--giving the members of the Board even more impetus to press forward with the plans to acquire this site which had satisfied all the criteria ("Bonds Pass," 1961).

Acting Superintendent MacDonald was authorized to meet with the Oceanside Planning Commission in an attempt to obtain a conditional use permit for the property. At a December 18, 1961 Planning Commission hearing, Sonja Henie and her attorneys were present to protest the conditional use permit. Her attorneys stated that Henie was not opposed to the junior college, but she did not want to have the college "take the heart out of her property;" that she would be willing to sell the entire 500-acre parcel; and that she would fight a condemnation suit (O-CJCD Minutes, 1/5/62).

The Board solicited the help of County Counsel to begin the procedures necessary for acquisition whether by donation, purchase, or condemnation by right of eminent domain (O-CJCD Minutes, 1/5/62). The land was appraised for the college at $525,000, Henie's appraisers stated the land was worth $696,00, plus $186,000 for damages ("$575,000 Equals Campus Site," 1963). In an attempt to prevent the college from pursuing the purchase of her site, Henie attempted to transfer the title of the property to the Republic of Norway. MacDonald pointed out

to the Board that condemnation proceedings would hold the title of the property in her name, thereby avoiding the necessity of the district having to negotiate with the Republic of Norway for the site (O-CJCD Minutes, 5/8/62). A date for the pre-trial condemnation hearings was established, but a delay was granted Henie and her attorneys. The hearings were finally held on October 29, 1962, and a court date was set for November. However, Assistant Superintendent MacDonald proved to be an able negotiator as the case was finally settled out of court for the sum of $575,000.

Summary

This section has described events which occurred during the formative period of the college. During the stable portion of the period from 1950 to 1964 citizens, Board members and administrators made numerous decisions that affected the long range growth of the college. Under Superintendent Chase's direction the high school campus expanded to provide separate classrooms for the college students. However, this had not been accomplished without a struggle. The conservative community had failed twice to pass referenda that would allow for major expansion; at the same time the electorate had voted overwhelmingly to maintain their college district by opposing annexation to

Palomar. Thus, during the stable formative period, the citizens and Board continued to make choices which supported the college, but in a financially conservative manner.

Toward the end of the 1950s and into the early 1960s, the district began to experience another period of transition. Superintendent Chase resigned as superintendent and the Board hired Superintendent Packwood to replace him. The junior college district was formed and shortly thereafter Packwood suffered a stroke. The Board hired John MacDonald as acting superintendent. Overcrowding became a problem on the high school campus and the citizens had to decide the future for the college students. Members of the college faculty separated from the high school faculty and searched for more effective methods of communication among themselves and between themselves and the administration. Once again, this transitional time was one of reappraising and bridging the span between two eras.

The Growth Years: 1964-1978

Introduction

The transition from the old campus to the new was a smooth one and changes were noticeable almost immediately. Within the first year, the college was renamed MiraCosta and additional construction was begun. During this time of growth the Board of Trustees and Superintendent MacDonald focused their attention on expanding the college campus. From a combination of state funds and local revenue, the music and art buildings, the gymnasium, and several minor buildings were constructed by 1972 (see figure 10) . In 1971 voters approved a five-year, 17 cent tax override to construct and equip three new vocational-technical buildings. The machine tool technology facility opened in 1974; the auto body repair and paint shop welcomed students in 1976; and, the auto mechanics shop was under construction by 1978. Additionally, a children's center and tennis courts were in operation by 1976 (see figure 11).

During this growth period, the Board and administration worked to convince the residents of the San

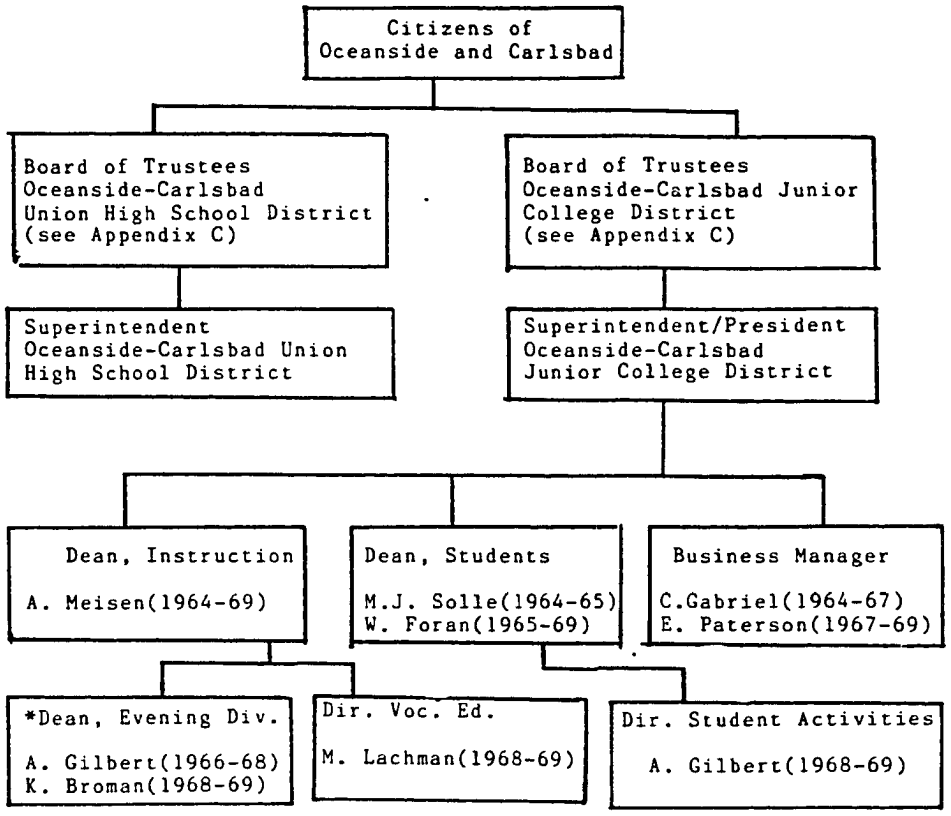
Dieguito area to annex their territory to the college district, which had separated completely from the high school by electing its own board in 1969. Finally, in 1976 the Board of Governors of the California Community Colleges ordered an end to all open districts and assigned the residents of San Dieguito to MiraCosta College. Thus, the thread of the influence of an external force is observed again.

During the period from 1964-1978, the faculty worked to strengthen the academic senate, making it a viable organization which gave them access to the decision making process.

As new buildings were constructed, new educational programs were offered the student body, which was beginning to show increasing diversity in age, ethnicity, and previous educational background. A dean of vocational education and several instructors with expertise in various vocational areas were hired (see figure 8).

When the district expanded in 1976 to include all of the northern county coastal communities, the Governing Board increased in size from five to seven members with representatives from each of the newly formed trustee areas.

OCEANSIDE-CARLSBAD UNION HIGH SCHOOL DISTRICT
OCEANSIDE-CARLSBAD JUNIOR COLLEGE DISTRICT
1964-1969



*Title changed to Director Continuing Education/Community Service in 1968

Figure 8. Organization Chart 1964-1969

On the New Campus

With a few classrooms but little else ready for operation, Oceanside-Carlsbad College opened its doors on the new campus on September 21,1964. Using Masonic cornerstone rites, which date back to the birth of the United States, Theodore Meriam, Grand Master of California and Hawaii, led fellow Masonic Lodge officials, other dignitaries and the public in impressive ceremonial rites as they marked the laying of the cornerstone of the college. Joined by Board members, faculty, staff, and students, President MacDonald welcomed civilian and military dignitaries and local citizens and introduced those who had had a role in the building of the new campus. According to the Chariot, "a plastic capsule was placed in the custody of Dr. MacDonald to be inserted in the permanent corner stone of an Administration Building to be constructed in the future" ("Cornerstone Rites," 11/20/64). Enthusiastic students placed several items in the capsule: a copy of the Chariot; a student handbook; a list of faculty members, ASB officers, Governing Board members, and participating dignitaries; local newspaper articles and photographs; and a 1964 silver dollar. Instead of placing the capsule in the administration building, students buried it later beneath the floor of

the new student center (G. Bedwell, personal communication, 3/10/84).

Over 600 students attended MiraCosta that first semester, an increase of more than 25% from the previous semester on the old campus. In spite of the fact that the campus boasted few amenities, students were cheerful about the inconveniences. During the fall semester portable canteen trucks rolled on to campus periodically to provide students and staff with refreshments, since the snack bar did not open for service until much later that year. Eventually, snack bar facilities opened in the student center; the gymnasium was completed; a baseball diamond was built; and trees and landscaping began to cover the bare ground which was often muddy during rainy spells.

As the district prepared for the college dedication ceremonies, President MacDonald reminded the Board that in 1963 a committee had been formed to study changing the name of the college, but no decision had been made as to a new name. Hoping to have a new name in time for the ceremonies, MacDonald urged the Board to select a name from among those the staff and students had suggested after contests were held, polls taken, and views expressed. The five names offered to the Board were Riviera College, Coasta College, Portola College, Pacific

Coast College, and Balboa (O-CJCD Minutes, 4/6/65). Explaining that the rationale behind changing the name from Oceanside-Carlsbad College to a name less definitive was to encourage students from the San Dieguito area to attend the college, MacDonald emphasised also that a name change would help to create a separate identity from the old high school-college combination ("MiraCosta Chosen," 1965).

Knowing that they wanted a name whose first letter came in the first half of the alphabet--since they believed people paid more attention to such names (L. Hoskins, personal communication, 5/3/84), Board members took several names under consideration, but chose not to act immediately, claiming that none of the proposed names stirred strong enough feelings to cause them to change the current college name (L. Hoskins, personal communication 5/14/84). Even so, they did appoint a special seven-person committee to study the name change further. Comprised of Board members, administrators, faculty, and students, the committee recommended "MiraCosta," a composite of two of the suggested names--Coasta and Mira Mar. MiraCosta has a variety of Spanish translations: "view of the coast," "view of the sea," or "behold the coast." On June 8, 1965, weeks after the dedication ceremonies, the Board

adopted the name MiraCosta College, to become effective July 1, 1965, but kept the district name the same as it had always been-- Oceanside-Carlsbad Junior College District (O-CJCD Minutes, 6/8/65).

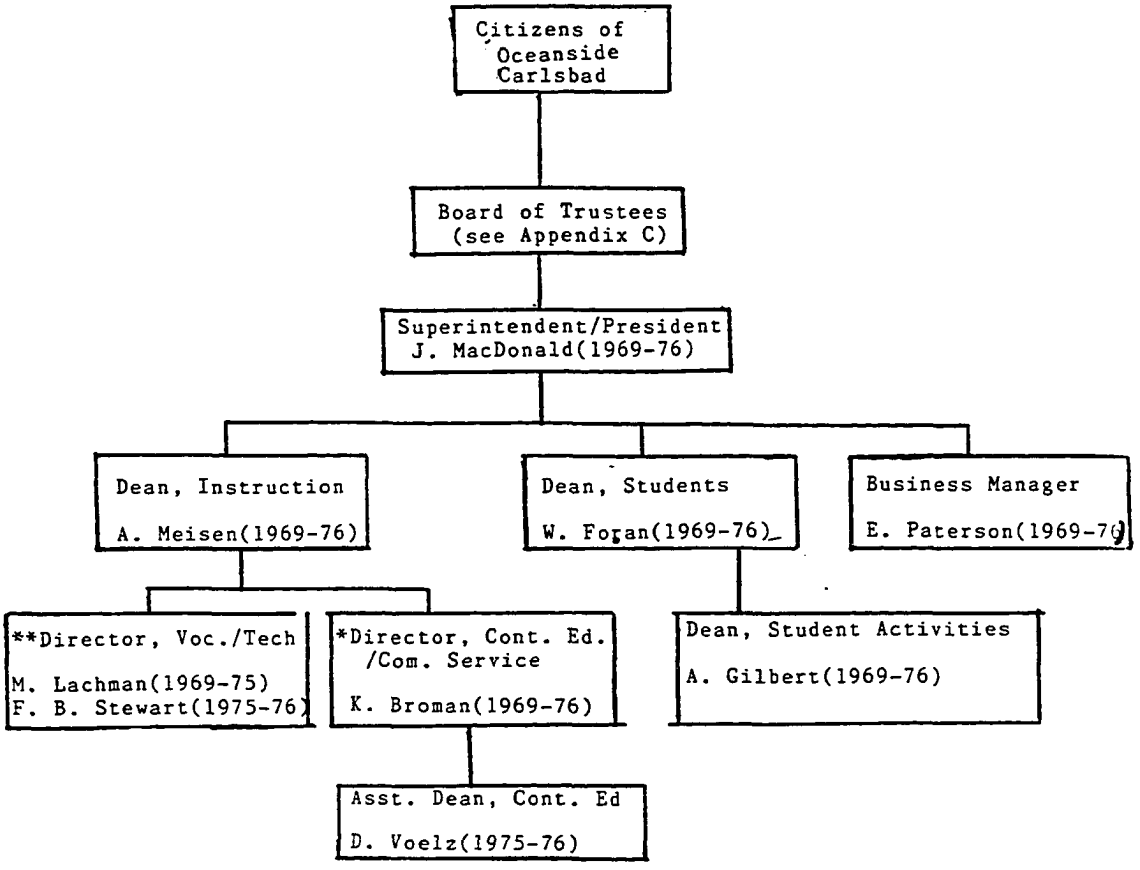
Disappointed that the name change had not occurred in time for the dedication ceremonies, MacDonald was nonetheless pleased with the new name. Little did he realize what a furor the name change would cause among the citizens of Oceanside and Carlsbad. Members of the Chambers of Commerce of both cities protested the name change, some citizens wrote letters to the Board, others circulated and signed petitions. Even though the name change became official on July 1, 1965, citizens attended college Board meetings for several months afterward, continually urging the Board to reconsider the name change, stating that the taxpayers in the communities would lose identity with the college should the name no longer reflect the names of the two cities. They predicted that the college would lose the support of the citizens of the district. Superintendent MacDonald encouraged the Board to stand its ground, confident that the name change would be beneficial to the college and that in time the citizens who opposed the change would be less adamant.

At various meetings, Board member John Frenzel, moved to have the name changed reconsidered, moved to have the name change put before a vote of the people, and moved to have the Board postpone the name change. Each motion died for lack of a second. Students were polled and overwhelmingly supported the new name; the college advisory council offered its support of the new name; and still, the controversy continued until December 14, 1965 when the Board, unwilling to vacillate any longer, voted to reaffirm its position on changing the name of the college to MiraCosta College (O-CJCD Minutes, 12/14/65). After more than nine months of controversy, it is little wonder that an article in the Blade claimed the junior college name change had become one of the year's major news stories ("JC name change," 1966).

In 1969, the college district separated completely from the high school district by electing a separate board (see figure 9). Even though the college district boundaries were co-terminous with the high school district, such a seaparation was allowable under the law. Members of the new college Governing Board at this time were Clinton Pedley, Lucy Hoskins, Thomas Smith, III, Arthur Adams, and Robert Stauber.

From May 13 through May 23, 1965, Oceanside-Carlsbad

OCEANSIDE-CARLSBAD JUNIOR COLLEGE DISTRICT*
1969-1976



*Title changed to Dean, Continuing Education in 1973

**Title changed to Dean, Career Education in 1973

Figure 9. Organiation Chart 1969-76

College celebrated the advent of the new campus with various dedication activities. Playboy of the Western World, the first drama production performed on the new campus, opened the week's activities followed by several guest lecturers, musical presentations, cheerleading clinics, a hootenany, service club luncheons, a fashion show, and a golf day. Culminating the week's activities were formal dedication ceremonies held in the college gymnasium. Over 1,000 students and community members gathered to hear music by the Oceanside High School Concert Band followed by a full academic procession--with faculty in academic garb--Board members, honored guests, and a U. S. Marine Corps Color Guard. The dedicatory speaker was Dr. John S. Galbraith, Chancellor, University of California, San Diego. Clinton L. Pedley, President of the Oceanside-Carlsbad College Board of Trustees dedicated the campus, with responses from the community by John Steiger, President of the College General Advisory Council; from the faculty by Patricia A. Rothermal, President of the Academic Senate; and, from the students by Gloria Bedwell, President of the Associated Students (Oceanside-Carlsbad College Dedication Program, 1965; "Week's Celebration," 1965; "Chancellor Cites," 1965).

Having experienced the joy of the new campus, the

inconvenience of unfinished facilities, and the frustration of dust, dirt, and mud from the unlandscaped grounds, the Board and administration began planning for the second increment of campus development (see figure 10). While the existing buildings bore labels such as communications center, math-science complex, student center, library, and physical education, none was completely dedicated to what its name implied. Social science and music shared the communications center; art, drafting, theatre shops and business laboratories settled in the math-science complex; and, the administration offices occupied a portion of the library (MiraCosta College Application for Accreditation to the Western Association of Schools and Colleges [hereafter MCC Accreditation], 1966).

Combining surplus district funds and funds from a statewide proposition that provided community colleges with money for construction, members of the Governing Board authorized the construction of a music complex, including an 80-seat choral room, an instrumental room, offices, practice rooms, an ensemble room and storage ("Project of Art, Music," 1965). Because the district received less money from the state than had been expected, it became necessary to delay the bidding process for a

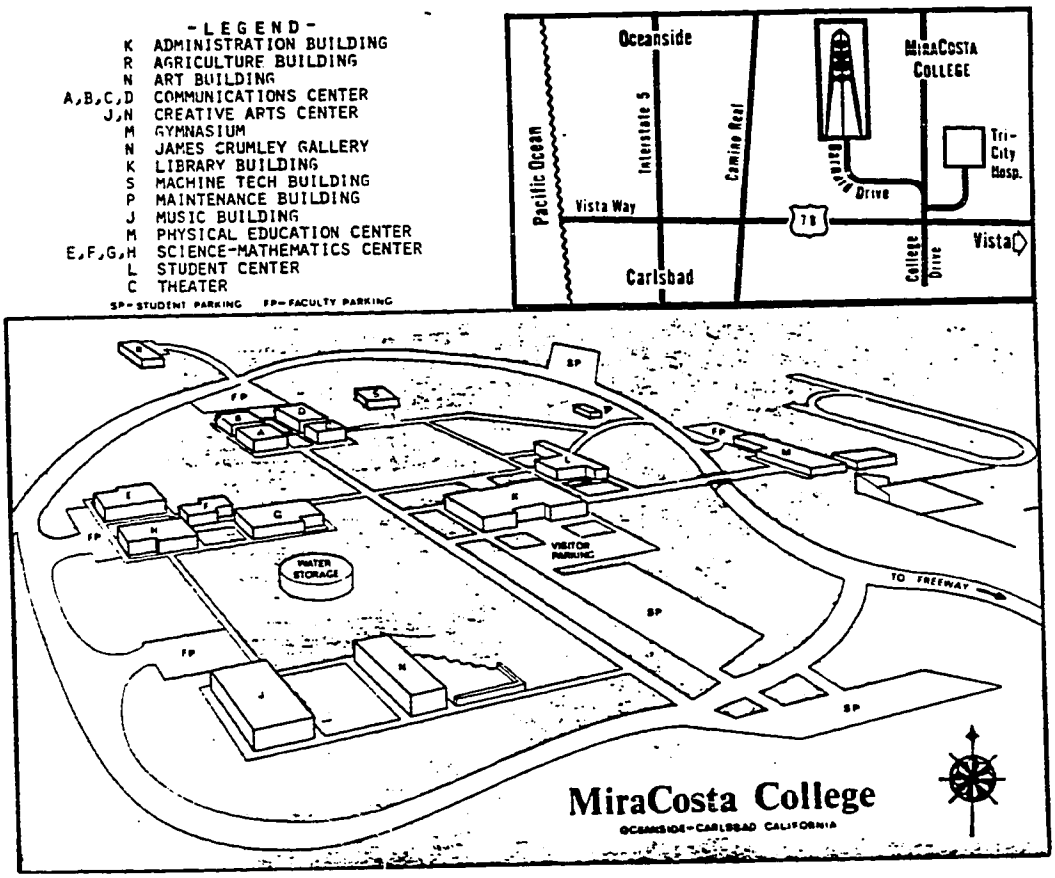


Figure 10. MiraCosta College 1971

proposed art building until the following year ("College Building Aims," 1965).

In 1966 a Master Plan Committee was formed for the purpose of projecting the needs of the college in the areas of curriculum and educational programs, enrollment and building facilities, and financing of capital construction. Membership included representatives from various interest areas within the college, as well as interested citizens. In the spring of 1967, the committee reported its recommendations to the Board. Hoping to combine the use of special tax income with matching funds from state and federal sources, the committee recommended future funding through the use of a bond issue referendum only as a last resort.

Committee members suggested specifically that an increase in the district community service tax be levied to allow for expansion of the physical education complex. Other priority construction projects included additional classrooms, administrative offices, a vocational-technical center and improved mathematics-science facilities. The committee recommended these projects be financed on a "pay-as-you-go" basis that would require each project to be isolated with a tax increase voted for a specific amount. Superintendent MacDonald and the Board accepted

the report and responded that the construction effort would be tailored to the expansion of the school's course offerings ("College Eyes Pay-As-Grow," 1967).

By 1970 a women's shower and locker room had been built, an exercise room had been added to the gymnasium, an agricultural area had been developed, a horticulture green house had been constructed, and a theatre stagecraft building had been erected (see figure 10). In addition to this expansion, the Board realized it must forge ahead with plans to meet the needs of students interested in pursuing other vocational education goals (O-CJCD Minutes, 9/11/70). Once again they established a Master Plan Study Committee, comprised of nine "outstanding citizens," two faculty members, two administrators, and two students (MiraCosta College Application for Accreditation to the Western Association of Schools and Colleges [hereafter MCC Accreditation], 1971, p. 21). During a series of meetings which lasted over three months, the committee heard presentations from the chairs of those departments who requested additional construction. The group studied sixteen construction requests before unanimously according priority to three vocational education facilities: machine tool technology, automobile body repair, and automobile mechanics. The committee also recommended enlarging the

student center, completing the electrical loop which served the campus, and finishing the perimeter road. The committee's recommendations also included support for a tax override to extend over a five-year period. Acting on the recommendations of the committee and with endorsement from President MacDonald, the Board authorized these projects and decided to augment any state funds available by calling for an election on October 26, 1971, to establish a 17 cent tax override to provide local financing (MCC Accreditation, 1971, p. 48). State law allowed each district to assess up to 35 cents per 100 dollars of assessed valuation without an election. If a district wished to tax more than that it had to go to the electorate for an override tax which, in the case of MiraCosta, would increase the tax rate to fifty-two cents.

In anticipation of the climate of a community which historically had been conservative in spending for educational purposes, Superintendent MacDonald and the vocational education dean addressed over a dozen civic, service, and social groups throughout the district in support of the orverride election. In a report to the Board regarding the success of such addresses to over 600 persons, the superintendent stated "It is fair to say that

no standing ovations were given our announcement that we proposed to raise the tax rate; still, none spoke against that possibility" (O-CJCD Minutes, 5/18/71). Subsequently, on October 26, 1971, the electorate approved a 17 cent tax rate increase (by a vote of 3631 for and 2998 against) for a five-year period to be used for a vocational-technical complex, consisting of a machine shop; auto body paint and repair shop; auto mechanics shop; and, two minor projects which would complete the perimeter road and the underground utility system (MCC Accreditation, 1976, p. 80; "Voters Approve Hike, 1971).

The following year, fiscal year 1973, the 17 cent tax was levied for the first time. In 1974, the Legislature again changed the financing structure for the community colleges which resulted in making the override of 17 cents a permanent part of the tax-base, rather than a five-year tax for construction purposes only. This increased tax-base enabled the district to increase the building program to include a children's center and an auto mechanics facility (MCC Accreditation, 1976, p. 80).

The machine technology shop was dedicated in 1974 (see figure 11). Lighted tennis courts opened for play in 1976. In the fall of 1976 the auto body shop and a children's care center, for use in the child development

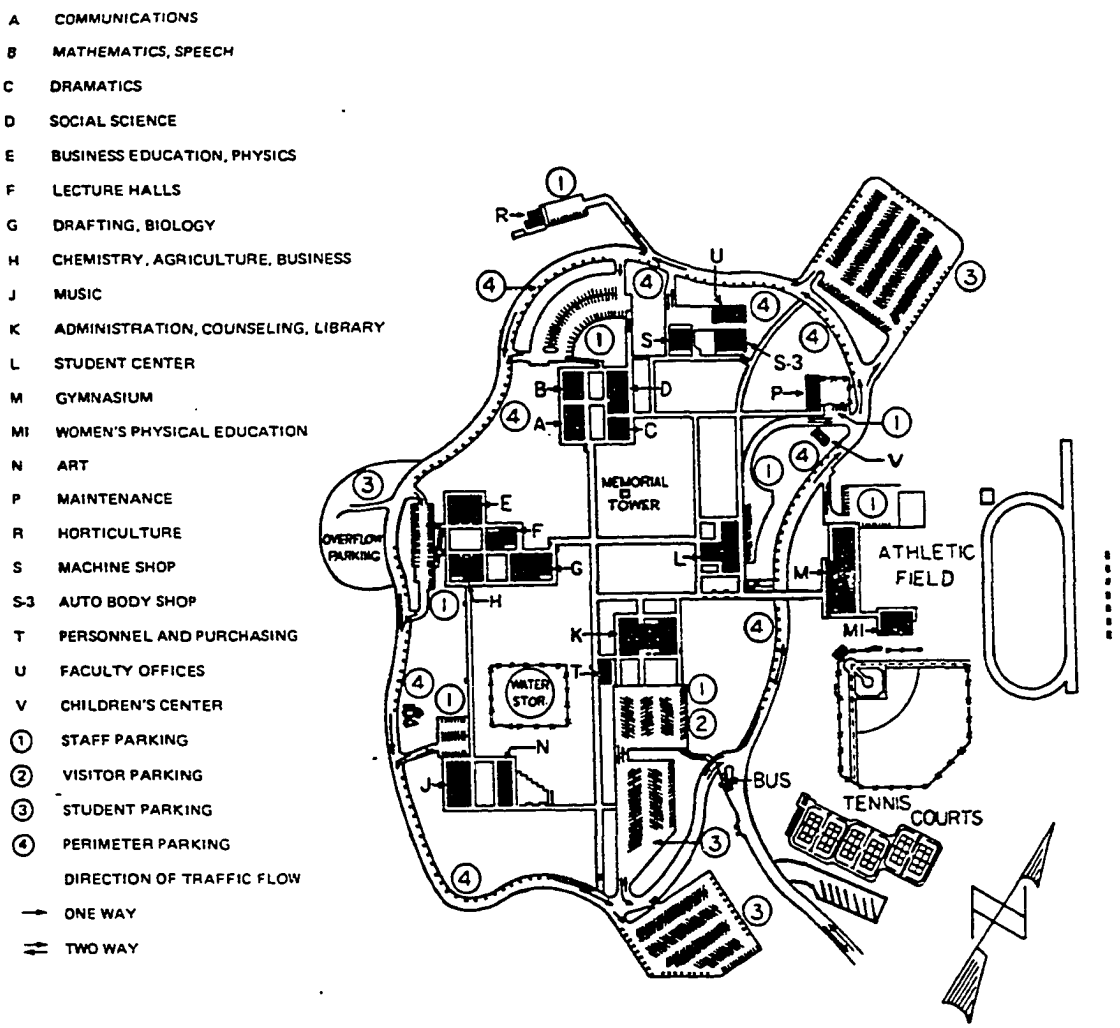


Figure 11. MiraCosta College 1976

program, opened (Accreditation, 1976, p. 79). Issue after issue of the Chariot reported on the design, development, and dedication of campus buildings, including the new sidewalk patio of the student center and the communications center patio (see figure 10) ("Sidewalk," 1976, p. 1).

In 1973, Mr. and Mrs. Dana C. Blaney donated $25,000 for a bell tower as a memorial to their son who had been killed in World War II. Located in the middle of an open space in the center of the campus, the 44-foot tower is a focal point, standing between four and five stories high. It houses a carillon which plays chimed music at programmed times ("Blayney Tower," 1973).

At the time the tower was constructed a need was identified to prepare a master landscape plan of the campus. An architectural landscape firm was hired to review the College Master Site Plan, select and plant aesthetically pleasing, but practical trees, bushes, and other plants, improve the parking facilities, develop campus ingress and egress points, and arrange with developers to fill existing canyons on district property for future use (MCC Accreditation, 1976 p. 82).

Faculty

The Academic Senate at Oceanside-Carlsbad College had been in operation for more than a year before Assembly Concurrent Resolution No. 48 (ACR 48) was passed by the California State Legislature in September 1964. ACR 48 granted junior college faculties the legal right to "participate in policy formation on academic and professional matters through the establishment of academic senates on each campus" (Prentiss, 1983, p. 427). While most other colleges were struggling with definition, philosophy, and membership questions concerning their local senates, the faculty at Oceanside-Carlsbad was continuing to make certain that its organization was viable and working for its members.

The Academic Senate by-laws stated that the purposes of the senate were to "(1) facilitate communication among the faculty, the administration, and the Board of Trustees; and (2) participate in the development and formulation of policy and practices relating to instruction" (By Laws of the Oceanside-Carlsbad College Academic Senate, adopted 9/23/63). Faculty members assumed that this meant that the superintendent/president would consult with them before making any major changes or before hiring any new faculty or administrative staff. Recognizing that they had no power to approve or

disapprove policies, they did expect to be kept informed. Consequently, in March 1965, when Superintendent MacDonald hired William Foran as dean of student services without informing faculty members, they were incensed. According to Patricia (Rothermal) Dresselhaus, serving as senate chair at the time, such a hiring process violated the whole purpose for establishing the senate which was to keep everything above board, and to create an environment in which there would be no surprises for either the faculty or the administration (P. Dresselhaus, personal communication, 11/28/83). An article in the Oceanside Blade reported that Superintendent MacDonald admitted that in the past it had been the administration's policy to consult with the faculty senate before hiring teacher replacements, but there had been no precedent established regarding hiring of administrators ("MacDonald, Faculty Split," 1965).

Shaken by MacDonald's decision to hire Foran without consulting with the faculty and wanting to prevent this type of action in the future, Dresselhaus, along with two other senate council members met with Board of Trustees President Pedley in a special meeting. The hiring of Foran was upheld, but Superintendent MacDonald was reprimanded by the Board (P. Dresselhaus, personal

communication, 11/28/83).

By April 1965, the Senate by-laws had been rewritten to include:

> The Senate Council shall be informed on and may recommend on the needs for administrative personnel and on hiring, retraining, and releasing of administrative personnel . . . . The College President shall carry recommendations of the Senate to the Board (By-laws of the Oceanside-Carlsbad College Academic Senate, revised 4/23/65).

Responding to the By-Laws, the superintendent requested that the Board appoint a committee comprised of two Board members, two administrators, and two faculty members to select the top candidate for business manager when that position became vacant in December 1965 (MCC minutes, 12/14/65).

The faculty continued to demonstrate its desire for shared governance. In 1968 faculty members discussed the desirability of having a senate representative to the Board of Trustees, and members of the senate council voted to have the senate chair review with the Board at each meeting the minutes of recent senate council meetings (Academic Senate Council minutes, 4/5/68). Later that

month, members of the senate expressed their desire to work with the Governing Board on developing goals and objectives for the district. Senate council minutes in 1969 indicate that the council had voted to accept the invitation of the superintendent/president for the senate Chair to sit as an ex-officio member of the administrative council at times when subjects of mutual interest were being discussed (Academic Senate Minutes, 1/14/69).

Salary issues had always concerned the faculty, but they had had little influence in determining the process or the result of salary deliberations by the Board. A 1966 article in the San Diego Union quoted Superintendent MacDonald as saying: "We have lost many fine people due to low salaries. We cannot sell "weather" any longer. We are going to have to pay professional salaries ("Teacher Pay Raise," 1966). At that time Board members adopted a two-year salary schedule, featuring an increase of salaries at all levels. According to the article in the Union, MiraCosta College ranked at the top of the list of faculty members in California junior colleges in the number of years of teaching experience attained by staff members and second in the amount of education and number of degrees. One member of the Board agreed that a salary boost was necessary "although I hate to think it, we must

keep up with the Jones'" ("Teacher Pay Raise," 1966).

In 1968, faculty members initiated discussion with the superintendent/president as to the feasibility of presenting to the Board the idea of having the Board provide full payment for the employee's health insurance premiums. MacDonald agreed to support the faculty's request and in a memo to the Board, he recommended that the Board give careful consideration to a Faculty Senate proposal for the full payment of health insurance premiums by the district effective February 1, 1969 (O-CJCD Minutes, 11/15/68). The Board subsequently voted to approved this fringe benefit for all college employees.

In the early seventies, members of the faculty began to press for increased faculty participation in the governance of the district. In response to these pressures, MacDonald suggested the use of task forces to address the issue (G. Prentiss, personal communication, 4/17/84). Task forces were comprised of a Noah's Ark pattern of two governing board members, two members of the administration, two faculty members, and depending on the nature of the task, two members of the classified staff and/or two student representatives. In 1972 a task force was formed to develop a faculty evaluation procedure to deal with the results of Senate Bill 696 which established

new tenure provisions for faculty. Leery at first that they would be outvoted by the combined forces of the administration and the Board, the two faculty members were apprehensive of the task force (G. Prentiss, personal communication 4/17/84). Their fears were unfounded, however, as the task force addressed the issue. Members often turned to the groups they represented for input and returned to the task force to continue working. When the guidelines for implementing S. B. 696 were prepared, the chair of the task force reported to the Board with a document which the Board could accept because two of its members had already participated in the development of the submitted document. Additional task forces were formed for developing institutional goals and objectives, salary policy, guidelines for the evaluation of administrators, counselors, and librarians, and later for preparation for the potential passage of Proposition 13.

During the 1972-73 school year faculty members, through the voice of the Academic Senate chair, requested that they be made more aware of the budgetary process. At first the administration seemed reluctant to reveal much information regarding the process or the details of budget expenditures. Mildred Hill, Academic Senate chair at the time, recalled that several members of the faculty who

were members of the California Teachers Association had offered to pay--out of their own pockets--CTA staff members to analyze the college's budget, a service that CTA provided. Hill and another faculty member--perhaps Ken Parker--along with Superintendent MacDonald and Ed Paterson, business manager, traveled to another college in San Diego to observe the staff from CTA analyze the budget of that college. Following that visit, MacDonald concluded that it would be wiser to work out problems internally and agreed to place members of the faculty on a district budget committee (M. Hill, personal communication, 5/7/84).

As early as 1969 outsiders noticed that the spirit of cooperation at MiraCosta College differed from relationships among faculty, administration, and boards elsewhere. A letter written to Superintendent MacDonald following an interview with him praised this cooperative attitude:

> I was able to make comparisons and gain insight which helped me arrive at some conclusions concerning the current effectiveness and projected role of the faculty senates in various junior colleges. As you are probably well aware, there certainly doesn't exist in other junior colleges the collegiality that

> exists at MiraCosta. It is a tribute to you and your senate that you have been able to achieve such a high degree of collegial atmosphere at MiraCosta College. [a signature did not appear at the bottom of the letter in the minutes] (O-CJCD Minutes, 7/15/69)

For the faculty, collegiality has been a constant theme. While the working definition of the term has varied, the idea of shared governance has remained paramount in the minds of those involved in the senate even as leadership rotated and new colleagues were hired and became active. From 1965 until 1978 the number of faculty members increased each year. As additional buildings were built, more edcuational programs were added to the college curriculum, and more instructors were hired. By 1978 the ranks of the teaching faculty had grown to 71, more than three times the number who had been on campus in 1964.

Curriculum

As the campus expanded, so did the curriculum. Each new building that was constructed meant that the college could offer its students a new or greatly expanded educational program. In many instances, such as art and music, new buildings allowed existing programs to flourish with more adequate facilities.

During the first year of operation on the new campus, the college expanded its vocational offerings in secretarial science, police science, and drafting. New certificate programs were added in the disciplines of real estate, small business management, and recreational leadership (Catalogue, 1964). Receipt of a $33,812 federal grant allowed the college to establish a one year program for the training of licensed vocational nurses ("$33,812 Federal Grant," 1965). The original plans were to offer the program only so long as there were no local funds expended. When federal funds were depleted before one class of student nurses had finished the program, Board member Hoskins insisted that the district should allow those students to complete the program by contributing district funds (L. Hoskins, personal communication, 5/2/84). Eventually, the program became successful enough

to warrant the district's carrying the burden of its costs.

Construction of the new vocational/technological complexes enabled the college to offer two-year certificate programs in such areas as machine tool technology, automobile repair and painting, and early childhood education. In addition to these programs, administrators established courses of study in agricultural mechanics, cosmetology, and archeology. Courses in the business administration area became more sophisticated and major changes occurred in the structure and flexibility of programs in remedial writing and mathematics. Course offerings in the area of general education were broadened in an attempt to further meet the needs of the student who wished to transfer to a four-year university.

Millard Lachman was hired in 1968 as director of vocational and technical education. By 1970 his title was changed to dean of career education. In 1975, F. Bruce Stewart replaced Lachman as dean of career education.

Evening school had been in operation since 1944 when veterans returning from war service wished to take high school courses leading to their diploma or college courses

leading to an A.A. degree or to transfer to a university. Since that time, course offerings had been expanded to meet the needs of the various populations, including senior citizens, young parents, and those wishing to further their education in an informal manner. In 1954 Al LaFleur was hired as dean of the extended day division to supervise the curricular offerings for these adult students. In 1957 John MacDonald replaced LaFleur in this position. During the 1950s active duty Marines, stationed at Camp Pendleton, as well as World War II veterans living in the area accounted for a large part of the evening school population. As a result there was a noticeable drop in enrollment when active duty marines left Camp Pendleton during the Korean War.

Following the Korean War, enrollments began to grow again, and new courses were offered in creative writing, current affairs, health, speed reading, and modern math for parents ("Experimental Education Courses," 1966). Department chairs presented outlines for new courses to the curriculum committee which routinely approved them and added descriptions of the courses to the catalogue. Faculty members tended to develop courses which they wanted to teach and which met the felt needs of their students. In the mid-1960s Allison Glibert was appointed

dean of the evening division, followed in 1968 by Keith L. Broman who served as dean of continuing education and director of community services.

In January 1972 both the Oceanside and Carlsbad Unified School District boards of trustees notified the MiraCosta Board that they wished MiraCosta College to take over the adult education programs. At that time, Carlsbad offered no programs, but Oceanside had a program which allowed adults to complete their high school diplomas, persons for whom English was not their native language to learn English, non-citizens to prepare for citizenship, and all adults to continue their education by enrolling in various enrichment courses. The college Governing Board agreed that serving the adults in the community was one of the missions of a California community college amd developed guidelines that helped the changeover from the unified districts to the college to go smoothly. Throughout the seventies, the number and variety of adult education courses were expanded greatly, often producing 20% of the college's ADA and a higher percentage of the college's income. Adult courses were offered throughout the community in various locations: schools, churches, public buildings, banks, and on campus as well.

In addition to courses which were approved by the

state for ADA apportionment, there were community services offerings. Under the guidance of the director of community services, short term avocational and enrichment courses, events, and excursions were offered to the public on a self-supporting basis. Ongoing cooperation between MiraCosta College and Palomar College existed in the area of community services. This rare spirit of cooperation was fostered greatly by the two men who served as directors of community services at each college. MiraCosta's Keith L. Broman, whose background was in music, and Palomar's Theodore Kilman, whose background was in art, worked together to bring cultural opportunities to the citizens in North County. Over the years these two men were responsible for making the community service tax of five cents work extensively to enhance the cultural opportunities for children, college students and other citizens of the community. Speakers of international fame, ballet companies, choral groups, symphonies, and concerts were made available on both campuses to the community.

Students

When classes began on the new campus, enrollment grew steadily. By September 1965 enrollment was up 41% over the previous year, which meant that more than 816 students

were registered as full-time day students. However, enrollment in the evening program fell rapidly that year as active duty Marines, stationed at Camp Pendleton, departed for Viet Nam ("O-C Junior College Reports," 1965). Since active duty Marines comprised about 65 per cent of the evening enrollment, military activity often determined the rise and fall of the enrollment in evening classes.

Campus life changed considerably with the new campus. According to President MacDonald and Dean of Instruction Adolph Meisen, once students moved to the new campus the earlier unity and bonding among a homogeneous student body seemed to disappear. According to Jean Moreno, a student at the time, "attending college on the new campus was like going to a far country" (J. Moreno, personal communication, 12/22/83). The new campus attracted a greater variety of students, both in background and in age; the campus was larger and more spread out; and students often combined work and education, creating a pattern of coming and going on the campus throughout the day.

For several years, the administration attempted to provide students with a specific time for club and student government meetings by establishing an activity hour twice

a week. No classes were held from 11-12 noon on Tuesdays and Thursdays; eventually, class scheduling problems grew and the administration eliminated the activity hour in favor of establishing more class instruction time during those hours. Clubs and activities flourished, however, and were popular with a number of students.

MiraCosta College was one of the first community colleges to consider and subsequently authorize the organization of the student body as a non-profit organization. In 1972, the students chose to incorporate their Associated Student Government into a business oriented corporation. Under the incorporation, the student senate became a board of directors elected by the student body. This change transformed the direction of student interest from political activities to business enterprises. Ed Sullivan, student body president at that time, agreed that incorporation would allow the students to determine what services the students wanted and how those services could best be provided, as well as provide the structure for implementing those services. Although district administrators supervised financial details, control of the activities remained with the student corporate board of directors. Such services as the student bookstore and the food concessions became part of

the non-profit corporation and that arrangement remains in effect to 1984 ("AS Students Vote," 1972).

In the late sixties and early seventies, students on college campuses across the United States began to speak out on, and stage protests against, a variety of national issues. The Board and administration developed a policy and procedure for dealing with controversial speakers on campus (O-CJCD Minutes, 11/21/67) and later proposed a policy and procedure to deal with disruptive behavior on campus (O-CJCD Minutes, 4/16/69). During this time of nation-wide campus unrest, activities at MiracCosta continued without interruption, except for the two days in May 1970 when Governor Ronald Reagan requested that all college campuses in California be closed in a cooling off period following the Kent State incident. In complying with the Governor's request, MiraCosta's President MacDonald told student reporters that he felt there would be no riots on MiraCosta's campus but had some concern that students from other campuses might show up to "visit" had the campus not been shut down ("MacDonald Explains Campus Shutdown," 1970). The closing of the campus took the faculty as well as many of the students by surprise. Many students felt they had been cheated of their education for two days, and faculty and administrators

realized, perhaps for the first time that their haven on the hill was subject to control from external pressures over which they had no control (G. Prentiss, personal communication, 4/17/84).

In an effort to prevent campus unrest, Superintendent MacDonald met with students in October 1970 for an informal "Meet the President" student-faculty session ("Prexy & Students Rap," 1970). A group of students, administrators, and faculty, called "SAF"(safe) as an acronym representing the three segments involved, had been organized for four years as another attempt to maintain open lines of communications.

The MiraCosta College Foundation

As early as 1964, MacDonald discussed with the Board the possibility of establishing a non-profit foundation for the purpose of encouraging and accepting gifts to the college of a substantial nature (O-CJC minutes, 11/10/64). Not until 1966, however, did the MiraCosta Advisory Council elect nine directors to create a MiraCosta College Foundation. In October 1966, the Foundation, under the direction of Elmer Glaser, past Governing Board member, announced five goals: student financial assistance; support for construction of buildings and improved plant

equipment, such as a fine arts auditorium, outdoor amphitheatre, planetarium, stadium, and swimming pool; improvement of building and grounds beautification; additions to the campus in the form of new equipment and materials; and assisting in special programs such as the Center for Pacific Studies.

Although the Foundation had no plans to finance directly all of the programs, members agreed to search for individuals and organizations who might provide support in areas where regular college funds would not be available or would be of such low priority that regular tax sources could not be expected to provide the desired results for many years ("MC Foundation," 1966).

Working with the Foundation as another auxiliary organization in support of college activities was the MiraCosta College Advisory Council, which later changed its name to the Advancement Council. One of the annual activities for which the advisory/advancement council assumed responsibility was the sponsoring of a medal of honor banquet which recognized academic excellence. Traditionally ten students who had completed a minimum of 60 units with the highest grade point average were awarded the medal of honor. The honor medallion was struck especially for the district in 1966. It is dollar-sized

and bears the college seal on one side and the recipient's name and the date of the award on the other. The medallion is attached to a red and white ribbon, the school colors, and is worn around the neck.

Federal Regulations

Following a grievance filed with the Fair Employment Practices Commission by the National Organization for Women alleging discrimination against women in the employment practices of the college, the district enacted affirmative action guidelines and developed an affirmative action program which was approved by the Board and implemented during the spring of 1974. In 1976 the charge of discrimination was rejected by the Fair Employment Practices Commission (MCC Accreditation, 1976).

Development of the affirmative action program and subsequent compliance with the regulations of Title IX, which prohibited discrimination on the basis of gender, resulted in a more structured, fair, and just system of hiring faculty and staff. When the college was small, informal hiring procedures were used. Typically, administrators, in consultation at times with department chairs, interviewed and hired prospective candidates. The new federally mandated regulations required that the

college utilize a more formal structure for recruiting, screening, and hiring employees. New policies and procedures ensured that from a broad selection of applicants the person most qualified would be hired. Through the affirmative action plan members of the staff have tried to achieve a work force representative of the population of the area.

Also, during the mid-seventies, federal and state legislation required the district to provide access to all campus classes and activities to students with physical handicaps. As a result, ramps were built, vans to transport the handicapped were utilized, and classes and instructional support adapted to the needs of those with physical handicaps were made available.

Annexation of San Dieguito Area

The San Dieguito area encompasses the communities of Cardiff-by-the-Sea, Del Mar, Encinitas, Leucadia, Olivenhain, Rancho Santa Fe, and Solana Beach (see figure 12). Beginning in 1964, Superintendent MacDonald had addressed the Encinitas-Leucadia Civic Association in the first of a series of forums intended to inform the citizens of the San Dieguito High School District of the advantages of forming a North Coast Junior College

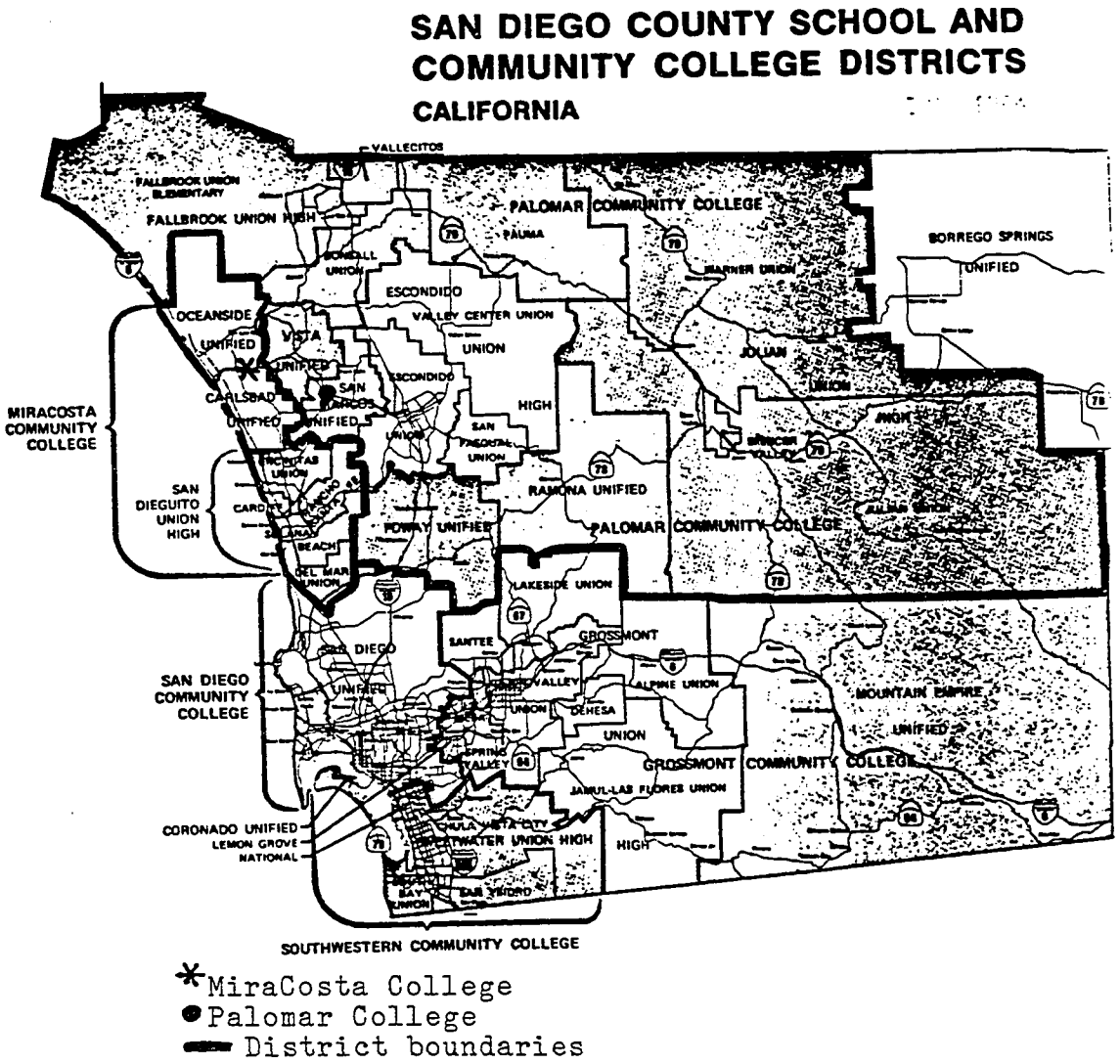


Figure 12. College Districts 1976-1984

District, which would encompass the areas of Oceanside, Carlsbad, and the San Dieguito High School District. During this series of meetings, MacDonald stressed that San Dieguito could not remain outside of a junior college district in perpetuity, since a statewide mandate called for a plan to include every high school district in the state in one junior college district ("San Dieguito Urged to Join," 1964). MacDonald emphasized in his addresses that the major reason for wanting to consolidate MiraCosta with San Diegito was not financial; rather he believed the optimum enrollment for a junior college was about 2,500 students. Since the enrollment at the college at the time was somewhat less, the consolidation would supply the additional enrollment needed to provide the citizens with a comprehensive community based college which would meet their various educational needs ("Alignment of Junior Colleges," 1965).

Concurrent with MacDonald's bid for San Dieguito came Palomar College's bid for the same independent district, along with its bid for the undesignated areas of Borrego, Julian, and Ramona. Superintendent Huber of Palomar College, summed up the alternatives available to the San Dieguito citizens. They might opt, he claimed, to join the Palomar district since so many of the young people

were already attending Palomar; they might consolidate with MiraCosta College; or, they might all merge, that is the college districts of MiraCosta and Palomar, and the high school districts of San Dieguito, Ramona, Julian, and Borrego might unite to create one large north county college district ("3 Junior College Proposals," 1966).

Not wanting to claim allegiance to either district, the San Dieguito Junior College Study Committee went on record as favoring a single north county junior college district ("Dieguitans to Ask," 1967). Because that decision was agreeable to neither MiraCosta nor Palomar, Superintendent Huber of Palomar requested that the state delay alignment until after a complete survey had been completed ("JC District Reorganizing Delay," 1967). The delay lasted for several years with both the MiraCosta and Palomar Boards reaffirming their desire to remain as separate districts. Finally, the proposal to form a new North County Community College District was soundly defeated in 1975 by the voters in both districts with 26,424 opposing the measure and 11,214 favoring consoldiation ("Voters Reject Big North County District," 1975). Realizing that the San Dieguitans did not favor joining either district, but knowing that a decision regarding annexation had to be made, MacDonald and Huber

negotiated with each other behind the scenes. Eventually the two superintendents reached an agreement which suggested that the areas of Borrego, Julian and Romona be annexed to Palomar College District and that the San Dieguito area be annexed to the Oceanside-Carlsbad Community College District (see figure 12).

Consequently, after a public hearing in Los Angeles at which members of the various communities involved, as well as school officials, spoke to the issue, the Board of Governors of the California Community Colleges annexed the San Dieguito Union High School District to the Oceanside-Carlsbad Junior College District on September 11, 1975, some 14 years after the debate was initiated. This action nearly doubled both the population and the tax base of the district, adding approximately 1,920 resident ADA to the already existent Oceanside-Carlsbad resident ADA of 3,480, for a total of about 5,400 ADA (MCC Accreditation, 1976, p. 79).

Soon after the San Dieguito area was annexed to the Oceanside-Carlsbad College District, the Governing Board recommended and the district voters in March, 1976 approved an increase in board membership from five to seven persons and established seven trustee areas of equal population (see figure 13). The trustees were required to

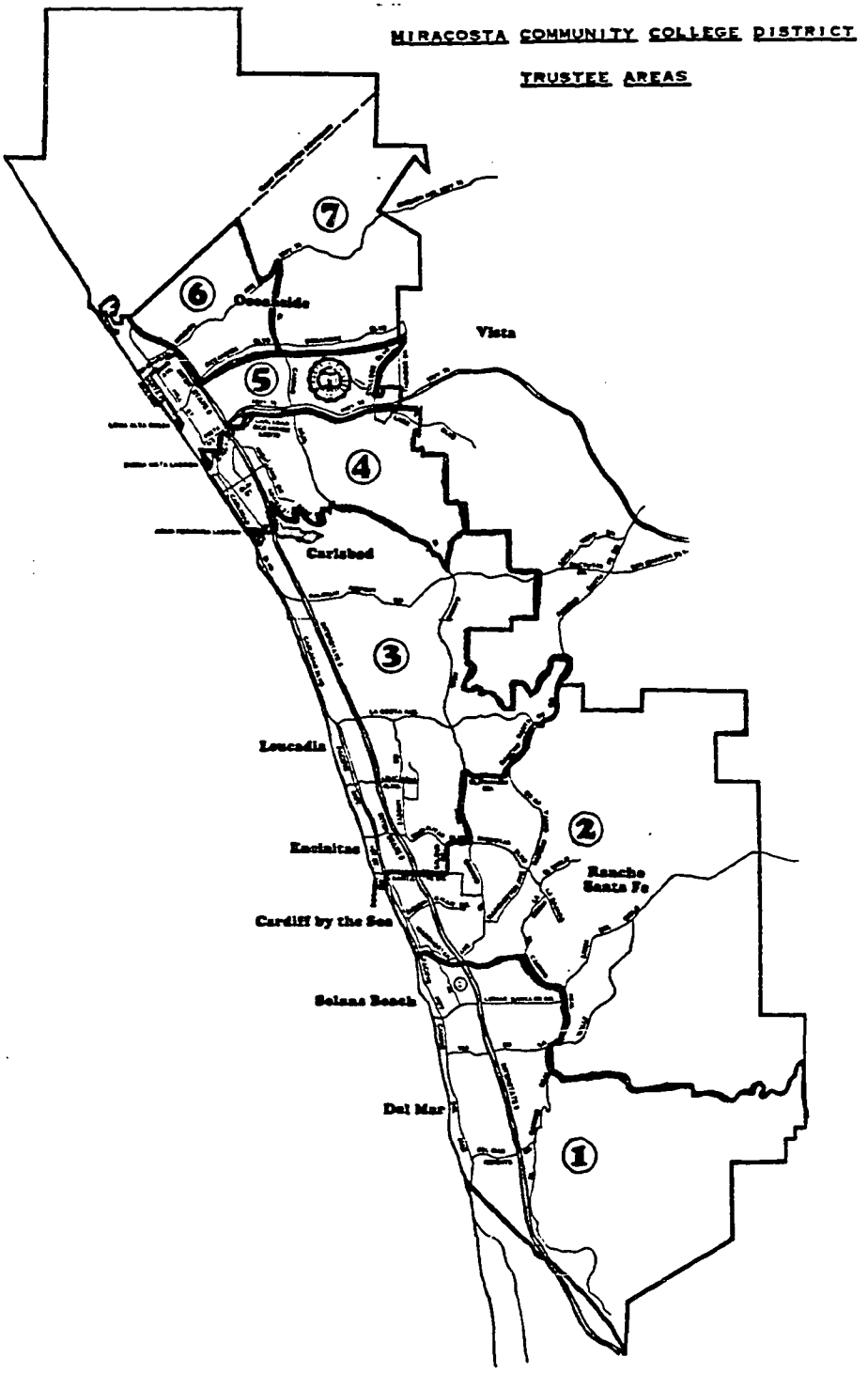


Figure 13. MiraCosta College Trustee Areas 1976-84

be residents of the area they represented but were to be elected at large throughout the district (MCC Accreditation, 1976, p. 17). On July 1, 1976 the district officially became the MiraCosta Community College District. At that time Donald Frederick and Jean Moreno were appointed to represent trustee areas two and three, respectively. Already elected Board members were designated as temporary representatives of various areas until their terms of office expired and an election was held. Lucy Hoskins represented trustee area one; Robert Prescott, area four; Donald Ward, area five; Robert Stauber, area six; and, Ralph Monell, area seven. Later that year Monell resigned and Henry Holloway was appointed to fill the unexpired term. Holloway became the first ethnic minority to serve on the Board.

As soon as the California Community Colleges Board of Governors ordered the annexation of the San Dieguito district, the MiraCosta Board appropriated $50,000 for use as "start-up" funds to implement the annexation. Members of the administration searched for space in the San Dieguito area with plans to initiate evening classes in the spring of 1976 and day classes by the fall of 1976. In November 1975, the district negotiated a two and one-half year lease for three 20 by 65 foot storeroom area on North

Rios Road near the northeast corner at Lomas Santa Fe in Solana Beach to use as a satellite center. During the spring semester of 1976, more than 50 classes were offered at this center and at other locations in the southern portion of the district. Both college credit classes and community services classes were offered, but non-credit classes were not offered since San Dieguito Union High School District already had a flourishing adult education program and the college district had no desire to duplicate the effort or to take students away from an already existing program. By the fall of 1976 more than one hundred classes were offered and parking at the center became a problem. Almost overnight the college had outgrown its new center and began looking for a new home.

Building Expansion

The annexation of the San Dieguito area resulted in continued growth of programs and enrollment, causing the Board to establish goals for a five-year construction plan in February, 1977. When Board member Robert Prescott moved to approve the plan as accepted, a spirited and lengthy discussion followed with participation by the staff and members of the community who were in the audience. Academic representatives considered the priorities as presented to the Board inadequate and they expressed their

concern at the high priority given to several athletic projects over more academic facilities. The Board's original plan, as recommended by the administration, called for remodeling and expanding the gymnasium, a new swimming pool, an additional gymnasium for women's activities, remodeling the shower and locker rooms, and a stadium and track. Following these projects in priority were a new theatre and new learning resources center. Construction of a new learning rescources center would allow the administrative offices to take over the entire old library/administration complex. Additionally, remodeling the student center and building a new health services facility were recommended ("Open March Meeting," 1977). After two hours of debate in which some faculty members argued that the priorities should reflect a broader cross section of the college needs and others expressed concern about existing inadequate facilities which needed upgrading in order to allow the district to offer state-required physical education courses, MacDonald recommended a public debate to explain the reasons for the priority items as they had been presented. Members of the Board reached consensus that they needed much more information before they could make decisions regarding the priorities and funding for the proposed projects, and agreed to devote one Board session for each project, after

which they would prioritize the projects and establish potential dates for the construction of each (Minutes, 2/15/77).

After several meetings during which concerned faculty and citizens spoke ardently, expressing the need for their particular interest, the Board announced its decision in May, 1977. Board members had decided to remodel and expand the gymnasium, build a playing field and an all-weather running track, construct a 2.5 million dollar theatre, build a new learning resources center, replacing the library which would ultimately be remodeled as an administration center, erect a $400,000 nursing center, and build a permanent shower and locker facility. They tabled the construction of a stadium and lighted football field and abandoned plans for a second gymnasium and a swimming pool. Construction of these authorized projects was to take place over a five-year period from 1978 to 1982.

Board of Trustees

Because of the decision which required Board members to live in the trustee area which they represented, it became necessary for Lucy Hoskins and Donald Ward to decide which one of them would represent trustee area five (see figure 13) since both lived in vthat area. Hoskins decided that Ward should represent their trustee area and she resigned in 1977. Robert Stauber also resigned. Nancy Holm (trustee area one) and Donald Frederick (trustee area two) ran unopposed in the election; Theodore Kruglak was elected to represent trustee area six. Later in 1977 Holm resigned and the Board appointed Carol V. Smith to replace her. In 1978 Ward resigned and Elayne Karickhoff was appointed to replace him. The Board's procedure for appointing new members was to indicate to the public that the Board had a vacancy and to invite interested persons to submit applications. Often college officials would ask specific persons to apply. All applicants were interviewed by the Board in public sessions. Board members then voted, also in public session, to determine who the appointee would be.

In 1977 legislation was passed allowing students to have a seat on junior college governing boards. In 1978,

the first student was seated on the MiraCosta Governing Board. The student representative does not have a vote, but registers his or her opinion when a vote is taken on an item, and this opinion is recorded in the minutes.

Administrative Reorganization

In the early seventies, the college experienced substantial growth, evidenced in part by the hiring of seven new faculty members in 1971 and additional members over the next few years. Fourteen new faculty members were hired in 1976, the largest number hired at one time since the opening of the college in 1934. With such staff growth, the need for increased communication among faculty and administrators became apparent. The 1976 accreditation team had emphasized in its recommendations that "a strong, just, assertive leadership from the administration should be exercised in meeting the challenge resulting from rapid growth" (MCC Accreditation, 1982, p. 26). The accrediting team members suggested also that "proper and accountable delegation of authority must be effected as the superintendent/president becomes more and more involved in outside areas" (p. 26). Attention should be given to problem solving at the department and dean levels, they stated, in order to avoid the perception of some that the superintendent "is paternalistic, since a

conceived paternal approach to administration and board governance is no longer effective" (p. 26).

As a result of the growth of the district and the suggestions of the 1976 accreditation team, MacDonald sent to the Board in 1977 a plan for administrative reorganization as a means for decentralizing decision-making processes. This plan called for the elimination of the dean of student activities position (which would be replaced by a director) and the dean of continuing education position. A dean of students was to be added to the administrative staff as were directors of budget and accounting, data processing, and student enterprises. The deans of student services and instruction were to become vice presidents as was the business manager. The reorganization plans indicated that the position of executive vice-president would be an added responsibility of the assistant superintendent (see figure 14). MacDonald indicated the plan was to be phased in over a number of years ("Administraion Revamp," 1977). Proposition 13 was passed before the plan could be activated, however, and while the major positions were filled, the full reorganization plan was never put into effect.

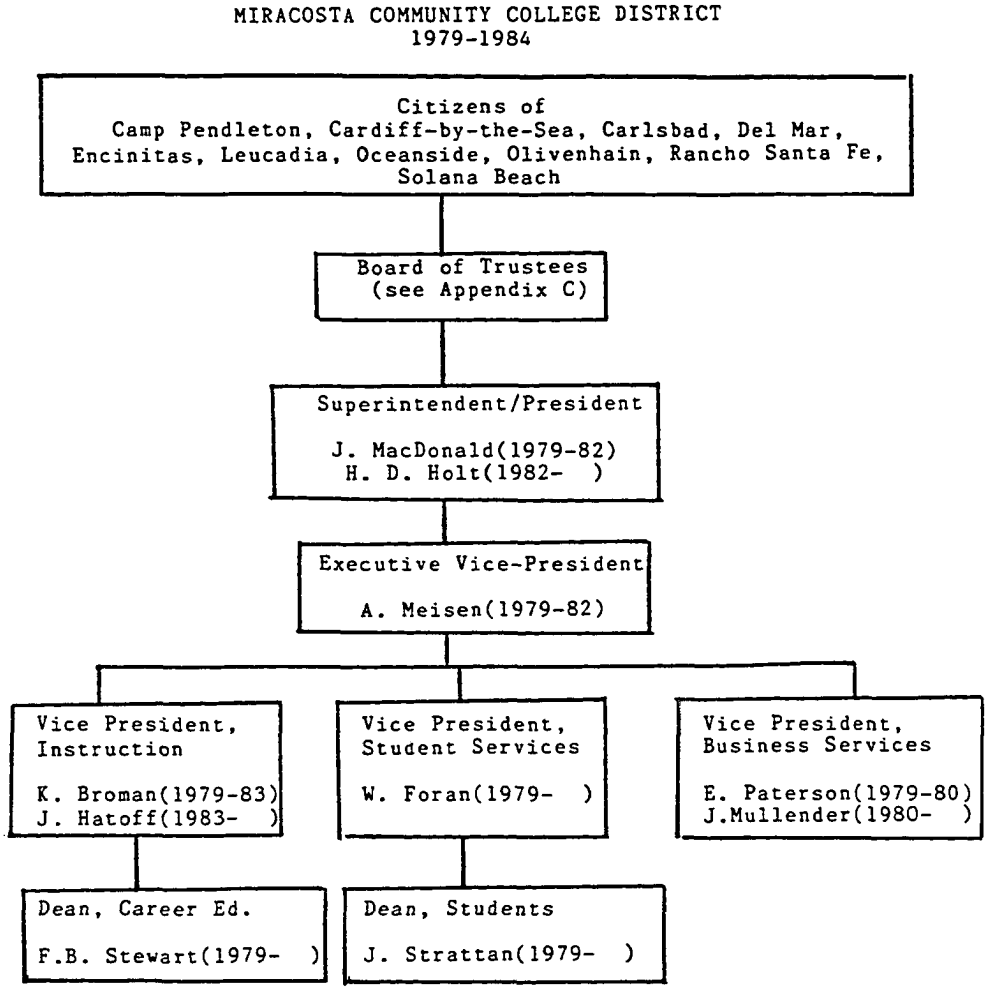


Figure 14. Organization Chart 1979-84

Summary

The thread running through this period was that of growth with prudent financial management. Board members and administrators continued to focus their attention on the tasks which involved district organization and campus construction. The district grew from the communities of Oceanside and Carlsbad to encompassing all north county coastal communities. The campus expanded to include a music and art complex, vocational centers, sports facilities, and a children's center. A teaching center was opened in the southern portion of the district and classes were offered at numerous other off campus locations. As new programs were offered, increasing numbers of faculty members were hired, so that by 1978 there were 71 instructors, more than three times the number who were teaching when the new campus opened in 1964. Student enrollment grew dramatically from 650 in 1964 to over 7,000 in 1978. These students included many who were enrolled in college credit courses on a part-time basis as well as those adults who enrolled in non-credit classes to enhance the quality of their lives.

Faculty members continued to strive for participation in the governance of the college. The thread of

collegiality was strengthened as the academic senate became a strong, viable organization.

During this time, the thread of competition with Palomar College emerged again as the two districts vied to annex the San Dieguito area. Again, an external force exhibited its influence on the college as the Board of Governors of the California Community Colleges decided the issue of annexation. Because the tax base of the district doubled as did the potential for enrollment, the annexation of the San Dieguito area was considered a marker event in the life of the college.

The Retrenchment Years: 1978-1984

Introduction

Even though the era of growth was slowed as a result of the passage of Proposition 13, the retrenchment years from 1978 to 1984 are considered to be a transitional phase, since questions are being asked and the future is still uncertain. The following aspect of the college's life history will take the district from the end of the growth area into a transitional period, concluding with the state of the college as it enters its fiftieth year.

Board members took as two of their primary tasks

during this period the leasing of an elementary school in Del Mar to use as a southern center and the purchase of a southern site in Cardiff. Caution became the watchword as all segments of the college searched for ways to conserve dollars as the allotment of funds to MiraCosta College was reduced by the effects of Proposition 13. The theme of collegiality continued as representatives of the college community participated in the search for a new superintendent/president when John MacDonald announced his retirement in 1982. The external forces of the governor and the state legislature are apparent in the imposition of tuition on the community college students for the first time in the fall of 1984.

The Jarvis-Gann Initiative

During the spring of 1978 the college community began to realize that the proponents of the Jarvis-Gann Initiative to limit property taxes were gathering momentum. Because of the traditionally conservative approach practiced by Board members and administrators, money had accumulated in reserve accounts providing a potential cushion should disaster strike. While some college districts initiated lay-off procedures for faculty and staff, even before Proposition 13 passed in June 1978, MiraCosta the administration, with support from the Board,

developed a "wait-and-see approach." Two contingency committees were formed, one from the certificated and one from the classified staff, and once these committees established some guidelines, the faculty requested the Board to form a task force. After meeting several times, the task force developed guidelines to be followed in the event that Proposition 13 passed. The number one priority was that there would be no immediate reduction in the contract certificated staff. Members of the task force agreed to advertise and interview for new classified and certificated positions for 1978-79, but to offer no contracts until the result of the Proposition 13 vote was known. Every effort was to be made to maintain the current classified staff, and an agreement was reached that if salaries had to be reduced they would be done so "across the board." It was expected that teaching faculty and counselors would increase their work loads, and non-teaching faculty and administrators would teach additional classes as part of their load. Members called for a moratorium on all construction projects and a one year moratorium on the proposed administrative reorganization plan. Every effort was to be made to avoid cutting any programs which produced ADA, since ADA was the basis on which the district received funding for its operations ("Wait-and-See," 1978).

In June 1978 Proposition 13 became a reality, and although passage of the proposition resulted in a change in the community college funding mechanism from an emphasis on local property taxes to state allocations, the district found itself in a much better position than could have been anticipated. The state legislature had decided to make payments of surplus state money on the basis of an individual college's income figures for the previous year. Because the Governing Board had levied the maximum allowable tax during the previous year, the decision by state officials placed the college in a very good financial position ("Building Progress Okayed," 1978). The district, however, did not escape untouched. Among the immediate effects of the passage of Proposition 13 were the suspension of curriculum expansion, an increase in the minimum class size, and a shifting of courses from non-credit to community services ("Prop. 13 Effects Outlined," 1979).

Del Mar Shores Center

One of the positive side effects of Proposition 13 was that the Del Mar Union School District found it necessary to consolidate its elementary schools, which left vacant an elementary school on the west side of

Interstate 5, in the heart of an older, well-established residential district. MiraCosta College District rented the elementary school, acquiring 12,000 square feet of space. Happy to be away from the higher rent of a commercial establishment with its parking problems, the Board approved the agreement with the Del Mar School District in July 1978 and urged administrators to rennovate the school as rapidly as possible hoping that it would be ready for operation by the fall of 1978. By August, over 1,034 students had registered for classes which were held in the ten available classrooms in the appropriately named "Del Mar Shores Center" ("Del Mar School Ideal Home," 1978).

Resumption of Building

Meanwhile, as a result of the accrual of more than four million dollars in program reserves and at the recommendation of Superintendent MacDonald, members of the Governing Board resumed some plans for construction on the main campus. They authorized the building of the automobile mechanics facility, expansion of the gymnasium, additions to the art building, relocation of the athletic track, additional classrooms for business administration, child development, and agriculture, and $200,000 in site development (see figure 15) ("Bldg. Program Resumption,"

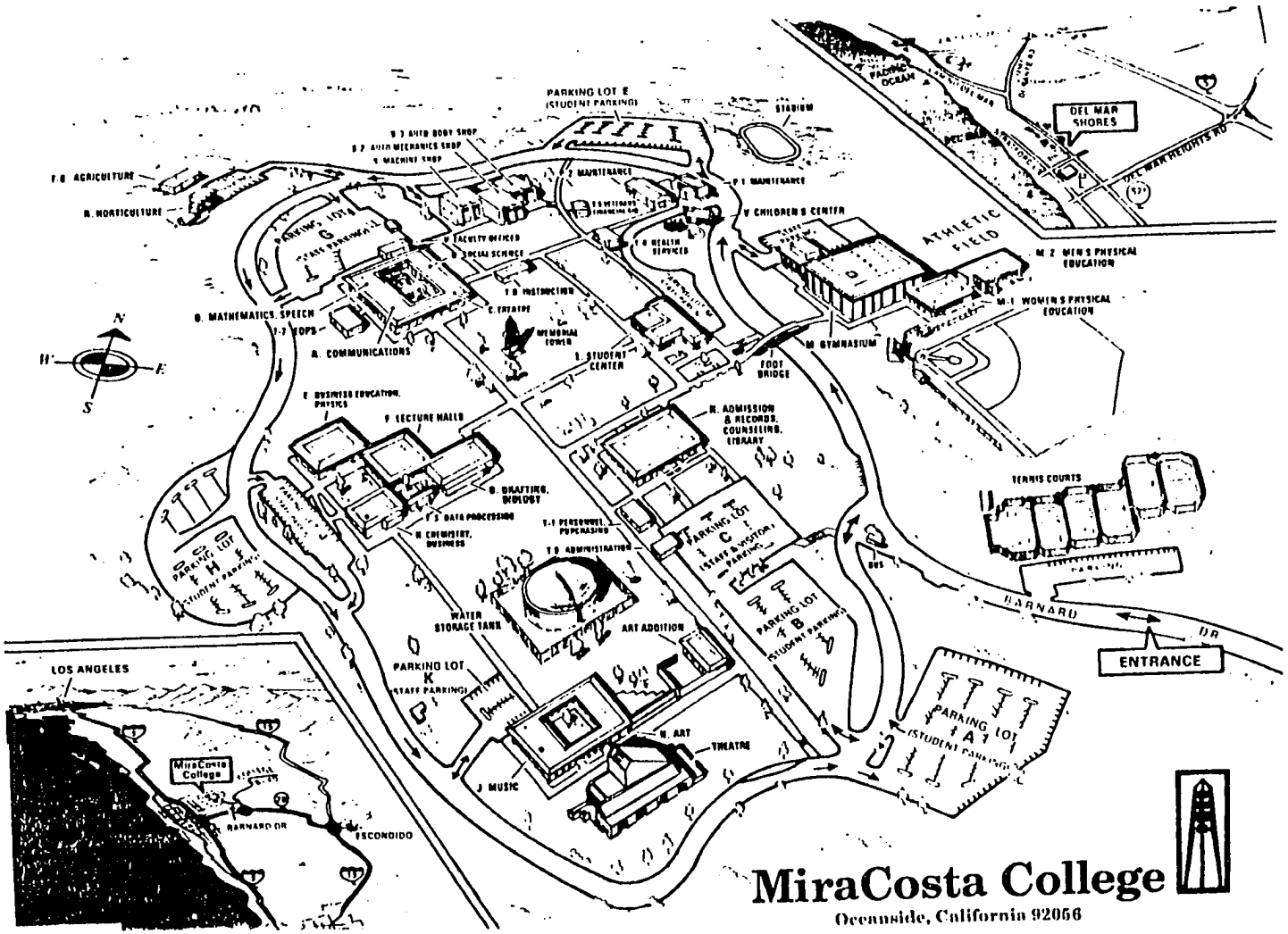


Figure15. MiraCosta College 1984

1978).

Some members of the faculty voiced their frustrations at not being involved in the decision-making process that led to the changes in construction priorities. Various members expressed great concern that no staff or student input had been sought before such changes had been made and asked MacDonald to explain to them how he had reached his decision and why plans for the theatre construction had been eliminated (Academic Senate minutes, 11/30/78).

During this time, the Board hired a facilities consultant to conduct a district-wide needs assessment. The assessment revealed that because of the tremendous growth in population expected in the southern portion of the district, the present campus in Oceanside would not be able to handle the potential load to be placed on it unless there was new construction. MacDonald agreed to present the consultant's report to the California Community Colleges Chancellor's Office for approval. The consultant's study pointed out that participation of residents in the southern section of the district would "increase markedly if a second complete, separate campus were opened in the South, thus decreasing the travel distance to the school site for those living in the southern half of the district" ("Second Campus Needed,"

1979).

In the meantime, district adiministrators calculated the construction costs for those projects which had been re-approved following the passage of Prop 13 and found they still had surplus funds. New regulations from the state of California made it imperative that the college spend the surplus by a certain date or lose it. Once again, Board members faced a dilemma as they discussed priorities. Constructing a southern site, proceding with a plan to improve the air ciculation in buildings on the main campus, purchasing computer equipment, and constructing a new campus theatre were the major projects under discussion.

Finally, in October 1979, the Board voted five to one (with one member absent) to reaffirm its position to build a theatre on the main campus, rather than to build a southern site, and to ventilate the classrooms on the main campus. Board members seemed to agree that a college center in San Dieguito was necessary, but only after the main campus had reached some form of completion ("Board Votes for Oceanside," 1979).

Plans for the construction of the new campus theatre, to be located on the southwest edge of the campus (see

figure 15), began in earnest. In an effort to share in the funding of the theatre, Friends of the Theatre, a group of community supporters, organized a fund raising campaign which enabled supporters to purchase a seat in the new theatre for $100. The name of each Founder (those who purchased a $100 seat) was inscribed on individual brass placques mounted in the theatre lobby. Founders raised more than $18,000 to help defray theatre expenses (L. Jorgensen, personal communication, 4/12/84). In May 1981 the drama department inaugurated a state-of-the-art theatre with a spectacular production of Ondine, a scene from which was photographed and featured on the cover of the 1982-83 college catalogue.

In 1980 the Board of Governors of the California Community Colleges approved the designation of the Del Mar Shores operation as an official college center and authorized the MiraCosta College Board to purchase property in the Encinitas/Cardiff/Solana Beach area. In an article in the Chariot, Board member Jean Moreno was quoted as saying "the Board has done a lot of self-evaluation and wants to be a board which plans for the future. If North City West [a proposed residential development in North Del Mar] becomes a reality, we will need another location. It won't be a campus. People

don't have to worry about us duplicating courses and expensive facilities [available elsewhere]. We just want to make the college more accessible to our constituents" ("Proposed South Center," 1980).

The Board subsequently authorized the purchase of a 47-acre site near the Cardiff lagoon, just east of Interstate 5 at the Manchester exit. Board members planned that the center would consist of classrooms, administrative offices, and facilities for student services including a snack bar and lounge ("Proposed South Center," 1980).

As part of its proactive stance, the Board began to work on the development of institutional goals and objectives without much input from staff. In August, 1980, the superintendent and his four vice presidents began a Board directed effort to produce institutional goals and measurable objectives for each of the four divisions: district administration, business services, student services, and instruction (Accreditation, 1982, p. 12).

Early in the fall of 1980, members of the faculty raised serious objections to the process by which these goals and objectives were being developed. Although

general agreement existed that the essential complaint was directed at the process, some faculty members felt the product could be improved upon also. As a result of these objections, a combined faculty, classified, administration, and board workshop was held, exemplifying once again the college's commitment to collegiality.

During this time, too, the teaching faculty of the academic senate involved itself deeply in matters of curriculum. Prior to this time, the administrator for student services exercised the responsibility for developing procedures which delineated deadlines and penalities for adding and dropping courses. Responding to a statewide directive to tighten grading policies, members of the faculty worked toward establishing a policy which stipulated specific dates within a semester by which students could withdraw from classes without incurring certain penalties. Students could withdraw from a class before 30% of the course had been completed without any indication of having enrolled in the class appearing on an official transcript. Withdrawing from a class after that and before 75% of the course was completed would result in a "W" appearing on the transcript, and any withdrawal after 75% of the class had been completeted would result in a letter grade other than a "W" (Catalogue, 1981).

In addition to the new grading policy, community colleges were required by the State to revise their general education courses so that students would have fewer problems transferring credits to California State Colleges and Universities and the University of California and to classify their course offerings into a statewide numbering system. Just as procedures for establishing student admission and withdrawal from classes had been the responsibility of the administrators in student services, the vice president of instruction, with help from the curriculum committee, established the policy and procedures for adding courses to the curriculum and for designating which courses belonged in various areas of general education. Recognizing the need to improve the quality of the educational standards in existence by emphasizing excellence and consistency of requirements, members of the faculty began to develop new guidelines. They worked together to tighten graduation requirements and delineated criteria for the placement of courses within the general education structure in an attempt to raise the academic standards. Not all faculty or administrators agreed with the direction in which their colleagues were heading, maintaining that some faculty members were being too elitist in their attitude toward restructuring. Nevertheless, with the impetus of the

statewide Academic Senate and the mandates from the Board of Governors of the California Community Colleges, the teaching faculty began the long process of seriously examining the academic content of the college curriculum (J. Hatoff, personal communication, 4/18/84).

On October 29, 1981, in a faculty and staff meeting, John MacDonald announced his retirement effective June 30, 1982 and stated that the Board planned to allow him to continue working for the college as a consultant in fund raising ("College President to Retire," 1981).

Members of the Governing Board, while recognizing that in a sense they were giving up some of their prerogatives, asked members of the college community to deliniate the qualifications and expectations for the new superintendent/president. In addition, they hired a consultant to implement these requests, agreeing that there would be a multi-step selection process. The Board appointed a district screening committee to work with the consulting firm each step of the way. Comprised of three faculty members, two classified staff members, two administrators, a certificated representative from Del Mar Shores, a community representative from the district Affirmative Action Advisory Committee, and a liaison member from the Board, the District Screening Committee

worked diligently to develop the qualifications and expectations for the new superintendent/president. Carol V. Smith, Governing Board president at the time, indicated that the Board wanted to acknowledge its commitment to collegiality, and as a result asked the District Screening Committee to submit to the Board three to five candidates with whom the committee felt comfortable. Finally, members of the DSC recommended two persons to the Governing Board in a unranked order. After interviewing both candidates and traveling to the home campuses of each individual, members of the Board selected H. Deon Holt, Ph.D., as the new superintendent/president on May 4, 1982 ("Dr. Holt a Proven Leader," 1982).

Holt, who had completed his Ph.D. in community college administration at the University of Texas at Austin, had been employed by the Dallas Community College District since 1966, and was serving as President of Brookhaven College in Dallas, Texas ("MacDonald Successor Picked," 1982).

Holt's arrival coincided with yet another change in state funding of community colleges. Because the governor of the state of California and the state legislature debated at length over imposing tuition for students attending community colleges, Holt spent much of his first

year managing the district almost on a day-to-day basis financially, awaiting the decision on tuition.

Long-range planning was difficult because of the uncertain impact that impending tuition might have on enrollment and Holt found himself traveling with chief executives from other community colleges to various state meetings in an attempt to influence the legislature and to plan for the future. Recognizing immediately that one of his first financial challenges would be to rally support from faculty and staff to bring the college's income more in line with its expenditures, Holt began to look for ways to trim the budget--a task complicated by the Board's commitment to the southern site which had been purchased in 1980. At the Board's direction, Holt and his administrative staff continued with plans to seek state aid for the development of the southern site.

During the year in which the chief executive officer had changed, the composition of the Governing Board changed also. Robert Prescott, who had been a member for twelve years, resigned, as did William Ferrante who had served for little more than a year. Now in its fiftieth year, MiraCosta College's Governing Board in 1984 is comprised of Diane Bessell, Stephen Hawkins, and Henry Holloway who represent Oceanside; Mignon Bowen who

represents Carlsbad; and, Jean Moreno, Robert Rockwell, and Carol V. Smith, who represent the San Dieguito area.

Summary

As MiraCosta College enters its fifty-first year, it faces several challenges. Tuition will be imposed for the first time in the history of California community colleges. Officials at the state level are reexamining the mission of the community colleges. Enrollment at most community colleges, including MiraCosta, has begun to decline. In spite of these potentially negative factors, MiraCosta College enjoys a Governing Board that is proactive and committed to shared governance, a superintendent/president who is risk-taking and futuristic in his thinking, a faculty that prides itself on academic excellence, and a classified staff intent on providing high quality support with limited resources. With these factors in its favor and a history of persistent determination to grow, MiraCosta College will to continue to serve with pride the students in its community.

CHAPTER V

MARKER EVENTS AND THE LEADERSHIP

Introduction

Among the objectives of this study were to record the marker events that punctuated the 50-year history of the college and to analyze the interrelationships between these marker events and leadership behavior. What follows is a discussion of the marker events, their place in the life structure of the college, and the adaptations that were required of various participants in order to respond to the events.

Another objective of the study was to interpret the leadership behavior of various people in the college in order to determine where the leadership, power, and authority resided at various times throughout the history. Following the discussion of marker events is a discussion of leadership as it evolved throughout the periods of the college.

MARKER EVENTS IN THE LIFE OF MIRACOSTA COLLEGE: 1934-84

1934	Establishment of the junior college department within the confines of Oceanside-Carlsbad Union High School District by a vote of the people
1946	Refusal of the Oceanside-Carlsbad Union High School District Board to become part of the future Palomar College District
1952	Opposition by the voters in Oceanside and Carlsbad to be annexed to the Palomar College District, thereby reaffirming a desire to maintain the Oceanside-Carlsbad Junior College within Oceanside
1955	First accreditation of the college by the Western Association of Schools and Colleges
1960	Approval by the electorate in Oceanside and Carlsbad of the creation of the Oceanside-Junior College District as separate from the high school district
1961	Passage of the referendum which provided funding to purchase a site and build a new college campus
1963	Establishment of the Academic Senate of Oceanside-Carlsbad Junior College
1964	Relocation of Oceanside-Carlsbad Junior College to the present campus (and a change in the name of the college to MiraCosta in 1965)
1964	Appointment of John MacDonald as superintendent/ president
1976	Annexation of the San Dieguito Union High School District area Oceanside-Carlsbad Junior College District which resulted in a change in the name of the district to MiraCosta Community College District
1978	Passage of Proposition 13, which changed the mechanism for funding the college and reduced the allocation of funds

Figure 16. Marker Events in the Life of the College

Marker Events

In the life of an institution, as in the life of an individual, certain events occur which cause a change in the course or direction of that institution, or at least have a major impact upon the life of the individual or the institution. These events may be caused by internal turmoil or dissatisfaction with the status quo and come as a result of what has occurred during a particular developmental stage, or these events may be caused by external forces in the environment, often beyond the control of the institution, which apply pressure to the institution and thereby change the direction or course.

Often these events are referred to as milestones, mileposts, or marker events. Generally, these marker events are preceded by incremental changes and transitional times, but occasionally they occur abruptly, wreaking havoc with the tranquil life of an institution or an individual. Whether occurring as a result of a developmental stage or an external imposition, marker events are usually considered in terms of the adaptation they require (Levinson, 1978). How these marker events came to be, who or what influenced their occurrence, and what adaptation resulted from their punctuation provide

insight into the growth and development of MiraCosta College as it is today.

In the first fifty years of MiraCosta College's life structure, eleven marker events have occurred (see figure 16). Various individuals and groups have found it necessary to adapt as a result of these milestones. For the most part, the marker events have signaled growth of the institution; the adaptation has been positive and growth has resulted. However, two of the marker events were decisions not to grow or change--that is, to preserve the status quo against outside pressure.

The first marker event was the establishment of the college as a junior college department within the high school district that existed in 1934. The citizens of Oceanside and Carlsbad voted favorably in response to a postcard survey mailed to them on December 29, 1934 asking whether they wished to continue maintaining a junior college within the district boundaries. However, a combination of external forces and influences from within the district which occurred during the transitional period before the college was established was responsible for and led up to this critical event which marked the establishment of the college.

George McIntyre, superintendent of the district at that time, did much to influence members of the Board of Trustees to take the action necessary to found the college. His goal to expand the district included more than just the formation of the junior college department, however, so it is doubtful that the conservative Board would have agreed to try to establish a junior college department had not the economic depression created an environment in which there were so many unemployed youths with time on their hands who lacked the financial resources to attend college away from home. Still, newspaper accounts and Board minutes indicate that McIntyre was able to exert influence in his role as superintendent on both the members of the Board of Trustees and the citizens to convince them that they needed to provide two more years of education for the youth in the community. Had it not been for McIntyre's leadership and his persistence, the junior college might not have been established as early as 1934.

As they began to adapt to the establishment of the college, Board members found it necessary to make many critical decisions that would affect the growth of the college for years to come. Changes in administrative structure, selection of personnel, development of policies

and procedures for the operation of the junior college, and hiring of new faculty were some of the decisions Board members made in adapting to the establishment of the college. Citizens of the district adapted to the new college by enrolling their high school graduates in the junior college program and by supporting the college with their tax dollars.

The second marker event in the life of the college occurred in 1946 when the Board of Trustees voted not to join with the cities of Vista, Escondido, and Fallbrook to establish a new north county junior college district, which would have meant reestablishing the college in a city other than Oceanside and giving up local control to a much broader base.

Some Board members felt that combining forces to create one junior college district was not in itself a bad idea, but they insisted that the college be located no further east than the boundary between Oceanside and Vista, and they wanted the college to be located near Carlsbad. Board members would not acquiesce to a site further inland which was preferred by those from other districts. As a result the Board refused to become involved in the formation of the new district. Additionally, Board members expressed fear that they would

be giving up local control by joining the larger district.

Exercising the authority to act on behalf of the citizens of the community, members of the Board decided that it was not yet time for such expansion. Again, the conservative nature of the community prevented the Board, as a representative of the community, from the kind of risk taking action that this change would have involved. Whether this decision to remain in Oceanside in order to better serve the needs of the local people was a wise one is moot; the fact is that such a decision definitely changed the course of development of the college. The effect of the Board's decision was to cause Oceanside-Carlsbad Junior College to struggle thereafter to compete with Palomar Community College District, whose college campus was built less than ten miles away within two years. For more than 35 years, members of the MiraCosta College administration and faculty have continued to compete with Palomar College for their share of the postsecondary programs and students in the north county, an adaptation necessary as a result of a particular marker event which occurred during a developmental stage of MiraCosta College's formative years.

The third marker event in the life of the college occurred when the citizens of the Oceanside-Carlsbad Junior College District voted not to have their district annexed to Palomar College. In 1952 an external force, the Board of Palomar College, initiated the events which led to this marker event by attempting to annex the Oceanside-Carlsbad District without approval from the voters. The Board, administrators, and faculty of Oceanside-Carlsbad District worked to prevent this from happening by acquiring sufficient signatures on petitions to place the issue of annexation on the ballot in an election. Voters of the Oceanside-Carlsbad District defeated the annexation proposal, thereby reiterating the position that they wanted their college to remain within their boundaries and they wanted the college to be governed locally.

In this landmark decision voters chose not to grow through annexation to another district. Had they elected to join the Palomar College district, the growth of Oceanside-Carlsbad Junior College would have taken a turn in another direction. By electing not to be annexed to, and therefore integrated with, another district, voters left themselves few alternatives. Within a few years, they would either have to find a new site for the junior

college because of the rapidly expanding population at the high school or allow the college to be squeezed to death for lack of space. Thus, the immediate result of this marker event was to slow the growth of the college for several years. Its long term effect was to provide the foundation for the 1960 decision to contintue providing a collegiate program within the boundaries of Oceanside and Carlsbad.

Another marker event was important but not so dramatic: the first accreditation visit by the Western Association of Schools and Colleges in 1955. Although the recommendations that result from an accreditation visit are not taken as mandates, this external force provided the impetus for many changes that probably would not have occurred until much later had the visit not been made. Over and over the accrediting team made suggestions that in one way or another pointed out the necessity for separating the college from the high school, both physically and academically. The creation of a college curriculum committee, application of more course prerequisites, strengthening of general education courses and requirements, more adequate distinctions between high school teaching methods and college teaching methods, separation of the high school faculty from the college

faculty, severance of identical high school and college scheduling of class periods, and physical separation of high school and college facilities were some of the suggestions made by the accreditation team which were adopted by the college administration. These changes were made incrementally, but nonetheless they led naturally to a separate district and eventually to a separate campus. Subsequent accreditation visits have had varying amounts of influence on incremental changes that have occurred within the college, but that first visit had a particularly strong effect.

In 1959 citizens had opposed a bond issue which would have provided financing to purchase three new sites, one of them designated for the junior college. The failure of this issue to pass spelled certain death for the junior college since overcrowded conditions on the high school campus necessitated that the high school students use more and more of the classrooms which had been allocated to junior college students. Unwilling to submit to this defeat, Board members and Superintendent Chase chose another tactic in hopes of achieving the goal of acquiring more space for the junior college campus.

Feeling that the community might be more responsive to the needs of the junior college students if that issue

were separated from other district issues, college officials set another referendum date for June 7, 1960. They began campaigning once again to keep the college alive by urging citizens to vote this time in favor of separating the college district from the high school district. With editorial support from Oceanside's Blade Tribune, the efforts of a citizens' advisory group, and enthusiastic students, college administrators assured community members that the separation of the junior college from the high school district would lay the groundwork for the eventuality that the citizens of the San Dieguito area might annex their territory to the new junior college district, thereby doubling the tax base and the potential student enrollment.

The college campaign was successful and resulted in the passage of the junior college district formation proposition by a margin of four to one, which reversed the decision of 1959. Voters in Oceanside and Carlsbad had voted overwhelmingly to support a separate junior college district, underscoring the Board's 1952 decision to provide college education within the boundaries of Oceanside. This vote signaled a monumental marker event: the voters had given new life to the junior college. The long term effect of their decision to establish a separate

junior college district was to set in motion a chain of events that made the college prosper beyond anyone's dreams or imagination in 1960.

Once the new junior college district had been established in concept and in law, college officials began to lay the groundwork for physical separation from the high school. They organized a bond referendum which would result in financing the purchase of a new site for a college campus and the construction of that campus. The passage of this referendum in 1961 was a marker event. Much of the credit for the passage of the bond issue to fund the site as well as the negotiations for the purchase of the site went to John MacDonald whom the Board appointed acting superintendent when Superintendent Packwood became ill in 1961. The Board's subsequent appointment of MacDonald as superintendent in 1963 and as superintendent/president in 1964 represented another marker event, a change in the direction of the college, for MacDonald's philosophy was to lead and shape the college 18 years until he retired in 1982.

Initially, the changes brought about by MacDonald were obvious in the construction of the new campus. As superintendent, he closely monitored the building of the new campus, ordering most of the furniture himself.

Moving to the new campus in 1964 was another marker event in which a distinct change in the atmosphere of the college occurred. Under Superintendent MacDonald's direction, Oceanside-Carlsbad Junior College went from being a "high school with ashtrays" to a real college campus, illustrated initially by its name change to MiraCosta and by its immediate expansion. Later, MacDonald continued to support a vigorous building program, an expansion of curricular programs and courses, growth of the certificated faculty and the classified support stafff, improvement of services to students, and increased student enrollment.

The establishment of the academic senate in 1963 was a marker event in the life of the college brought about by the teaching faculty with the approval and support of MacDonald. Dissatisfied with the fragmentation and cross purposes which often resulted when faculty members joined various professional organizations, some members of the teaching staff began to speculate during the transitional period of the late 1950s and early 1960s how they might better communicate with each other and members of the administration. An academic senate resulted. In forming the senate, teaching faculty were adamant that each certificated person be allowed to speak his or her opinion

and to vote on each issue that came before the senate, thus providing the faculty members with a framework which enabled them to resist collective bargaining when other colleges around the state were going to formalized bargaining units in order to negotiate salaries, fringe benefits, and other conditions of employment. The academic senate has afforded the faculty strong influence on issues of academic and professional import. Leaders of the academic senate have always come from the teaching faculty, but the willingness of administrators and Board members to recognize the influence of the academic senate gave it its viability and its place in the mechanism of shared governance. The absence of the adversarial roles engendered by collective bargaining, which was the result of a strong senate, has dramatically influenced the development of the college.

Certainly there have been times of frustration, antagonism, and heated debate since the organization of the senate. But the establishment of the academic senate as a marker event in the life structure of the college provided the framework for Board members, administrators, and faculty members to work together for more than 20 years, enabling the three segments to make crucial decisions in the periods of stability and to seek answers

to difficult questions in periods of transition in an arena of mutual trust and respect.

The annexation of the San Dieguito district to the college in 1976 was the marker event with perhaps the most long ranging effects. College administrators had tried for years to convince the citizens of that area to join the college district, but the San Dieguitans persistently refused. In the end, The Board of Governors of the California Community Colleges made the actual decision that the area encompassed by the San Dieguito Union High School District would be annexed to the Oceanside-Carlsbad Junior College District. Because this marker event occurred outside the control of the citizens of San Dieguito, it is instructive to consider the ways in which the citizens of the entire district adapted to it. An immediate result of the annexation was the restructuring of the Governing Board into a seven-person board--each person elected at large, but representing the trustee area in which he/she resides--which provided for broad representation from all segments of the district. Board members also immediately approved MiraCosta as the district name and approved the expenditure of $50,000 in start-up funds to help citizens of the San Dieguito area become acquainted with MiraCosta College. Most of the San

Dieguitans adapted quite readily to the annexation once it became a reality. They attended classes in the new Solana Beach Center and various other locations in the southern portion of the district in large numbers and served on various district advisory committees. Citizens of San Dieguito became adamant in their request that the college seek a permanent site for a center in the southern section of the district. As a result, college officials leased the site of the Del Mars Shores Center in 1978 and purchased land in 1980 on which to build a permanent center.

While in fact an outside organization--the Board of Governors of the California Community Colleges--made the actual decision to effect the annexation, much of the ground work for the decision had been laid over the years by the administrators of the college. The annexation of the San Dieguito area to the Oceanside-Carlsbad Junior College District was one of the most important achievements of John MacDonald and he had every right to be proud of it. Because the annexation doubled the population and the tax base of the district, the college has been able to expand its offerings, increase its Board membership, and serve citizens along the entire coast of north San Diego County.

The passage of Proposition 13 in 1978 was the most recent example of an external influence which became a marker event in the life of the college. The importance of Proposition 13 is that it changed the way community colleges obtained their funding, and as a result it signaled the end of the golden years of unparalleled expansion and the beginning of the retrenchment years. The funding mechanisms and financial status of all California community colleges have been unstable since that time. As a result, MiraCosta College has adapted by being as fiscally conscientious as possible. Many years of conservative fiscal management on the part of the Governing Board and the Superintendent/President and his advisors helped to place MiraCosta College in a more secure financial position immediately following the passage of Proposition 13 than many other community colleges. Thus, in many ways, MiraCosta College adapted relatively easily to the impact of this marker event. Nonetheless, the years of retrenchment have found MiraCosta's leaders cautious as never before, and the results of Proposition 13 have not entirely been played out as of this writing.

The marker events which have been discussed have served to punctuate the life structure of MiraCosta

College. As often as not, the events have occurred as part of a sequence of events within the developmental periods of the history of the college. In each instance, however, whether the milestone occurred because of internal turmoil or as the result of external imposition, the participants in the making of the history of MiraCosta College have responded in a way that gave new direction to the college.

Several patterns emerge when these marker events are examined closely. For one thing, the events were variously caused by factors internal to the institution or external to it. Thus, the establishment of the college, the decisions not to join forces with Palomar or to be annexed by Palomar, the creation of the separate junior college district, the passage of the bond issue and subsequent moving of the college to the new campus, the organization of the academic senate, and the appointment of John MacDonald as superintendent/president were caused by factors internal to the college or its community, and the accreditation by WASC, the annexation of the San Dieguito district, and the passage of Proposition 13 were caused by an external agency such as the state of California or the Accrediting Commission. In general, the internally caused marker events were less disruptive to

the institution than the externally caused marker events. The institution's growth proceeded according to its internal logic and pace and marker events can be seen as natural culminations of a period of development. Such an example is the creation of the separate junior college district which led to the passage of a bond referendum which allowed the district to purchase a site and to build the new campus. But the externally caused marker events caused more significant, visible change and that change required immediate, and sometimes radical, response. Thus, for example, the period of growth and development that preceded the passage of Proposition 13 was slowed considerably, irrespective of the wishes of the college community and irrespective of the carefully laid plans that were being carried out.

Another pattern apparent among the marker events is that not all of them marked the advent of periods of change or growth. In two instances, the decision not to join forces with the new, large north county district and the decision not to merge with Palomar, the marker event signified a decision not to alter the status quo. This is not to suggest that the status quo was perfectly satisfactory; rather in both instances the terms for change were not in keeping with the goals for the college

and therefore were not satisfactory. Thus implicit in both decisions was the belief that growth in and of itself was not of value. Only growth that fostered the perceived well-being of Oceansdie-Carlsbad Junior College would be pursued.

Both of these characteristics--internally or externally caused marker events and marker events that presage change or stasis--have their parallels in the marker events that punctuate the development of the individual. Thus sometimes an individual's marker events are caused by the immediately preceding phase of development and sometimes they are imposed by outside forces. And sometimes an individual decides, with significant effect on his or her subsequent life not to change or grow. The development of this institution follows with great similarity the pattern of development of an individual. The first series of marker events parallel the early life of an infant. The college was conceived first as simply a department in the high school and it lived symbiotically there for some years. The next significant marker event, the separation from the high school, broke the ties with the parent-high school district and marked the first steps of the new college's independence. The breaking of these ties occurred in

stages: first "paper" independence and then physical independence. The passage of the bond issue paved the way for a period of rapid growth in terms of structure and physical plant analogous to the period of rapid growth of the individual in the period of its childhood and adolescence. The creation of the academic senate has parallels with the adolescent's struggle for a share in the control of his or her own destiny. The creation of the senate established that the "parental" control characteristic of MacDonald's presidency had to be shared with other elements of the college community. The annexation of San Dieguito represents the period of growth of early maturity. The institution/individual has established its basic patterns of operation, has achieved a degree of autonomy proper to its stage of development and then looks for ways in which to affect its environment. The passage of Proposition 13 slowed this growth but did not stop it, and the advent of a new superintendent/president may or may not mark the initiation of a new phase.

The parallels between these life cycles can have significant impact on administrators and other members of a college community if they are understood. For instance, change occurs more easily and more rapidly in a young

organization, reaction time is less, and fear of the resulting change is less threatening.

Leadership

The review of the literature yields three themes against which the history of leadership at MiraCosta College must be measured. These themes are the relationship between leadership and management, the components or characteristics of leadership, and, since leadership exists in such disparate fields as religion, politics, gangs, and institutions, the constraints placed upon leadership within an institutional setting.

The literature contains various definitions of leadership as well as several characteristics of leadership. The following discussion will be governed by a definition that is in essence a synthesis of this material. Leaders are decision makers who have inherited legacies which include both positive and negative situtations on which they must act; they have vision and goals which encompass institutional values, and they interact with various groups in order to bring about change. Their interaction is reciprocal: they influence and are influenced.

With regard to the relationship between leadership

and management, three positions are articulated in the literature. Segal, Zaleznik, and Howe made a strong case for the separation of leadership and management as discrete concepts. Likert, McGregor, Argyris, and Hunt used the terms interchangeably, while Mintzberg, Stewart, and Sayles viewed leadership as embedded in management. This discussion supports the view that leadership and management are discrete concepts although manifestations of the characteristics of both concepts may appear in the same individual in separate circumstances. In other words, the same individual may behave at times in ways that allow him or her to be an efficient manager, while at other times he or she may behave as a leader.

In an academic institution the leaders are often linking pins as described by Likert, but their interaction is not always between superordinates and subordinates. Chief executive officers may interact with external forces such as other colleagues or members of the Board of Governors of the California Community Colleges. Such interaction may bring about change. In order to effect change chief executive officers may interact with citizens of a district who may or may not be students; chief executive officers interact with faculty who consider themselves professionals, not merely subordinates.

Likewise the board of trustees may influence or be influenced by the citizens whom it represents, by the chief executive officer whom it hires, the faculty or the students. Thus, followers who may influence leaders are not limited to subordinates.

The discussion which follows will show that the Board hired chief executive officers who were expected first to be efficient managers and second to exhibit leadershiip that included designing goals for the institutions and determining the means for achieving these goals as well as protecting the values of the institution. The discussion will also show that the chief executive officers exhibited varying degrees of leadershiip and that leadership also emanated from the Board and faculty.

The constraints on the leader of an academic institution are several: he or she inherits institutional goals that are often ambiguous and diverse, the needs of the various constituencies with which the leader interacts are often antithetical to one another; and, finally, the source of funding is often beyond the control of the leader. Because these constraints have remained constant regardless of the status of management or leadership or the characteristics of the leadership being exhibited they will not be emphasized further.

The discussion attempts as much as possible to treat the leadership chronologically. Occasionally, details from the history of the college are presented to enhance or clarify an example.

1934-1950

Although there have been several chief executive officers--superintendents, dean/directors, or superintendent/presidents--one man, John MacDonald, dominated MiraCosta College's history. And thus examination of his leadership must be an important focus of this research. Prior to MacDonald's tenure glimpses of leadership appear in the activities of the Board, early superintendents George McIntyre and Frank Chase, and President Robert Rodgers, but they were primarily managers.

During the period from 1934 to 1950 very little leadership was exhibited by Board members, superintendents, or faculty. In the mid-1930s school boards rarely recognized the value of administrative or faculty participation in any type of decision making. Members of the Oceanside-Carlsbad High School Board of Trustees were typical of boards that made all the decisions. From the few documents that remain--such as

board minutes--it is clear that the Board was in charge. However, Superintendent McIntyre did exhibit some leadership characteristics as he influenced the Board and the citizens to implement the concept of the junior college. It appears that he had a vision and a structural plan to enlarge the district in that he urged the Board to establish both a junior collge and several junior high schools. However, he was unable to influence the Board to expand further than creating a junior college department. Since documents do not indicate that the Board was dissatisfied with McIntyre's daily operation of the district, it may have been his attempt to lead, to effect change, that earned him disfavor with the Board. Perhaps, too, McIntyre's goals were not mutually shared by citizens and members of the Governing Board. When Superintendent McIntyre's actions did not please Board members, he was relegated to the study hall. Further, when Board members finally released McIntyre from his contract, they were determined not to hire another superintendent, a decision which strongly suggests that they were willing to make and believed themselves capable of making most of the operational and administrative decisions by themselves. Thus, the Board exercised its authority and became the district's manager.

It is true that the Board delegated some of the responsibilities to Brady, whom they moved from the position of wood shop instructor to the simultaneous positions of dean of the junior college and business manager of the district. The fact that Board members declared that in the future only one year contracts would be executed was indicative of their desire to maintain not only the ultimate power and the authority but also to control the operation of the college virtually on a day-to-day basis.

Board members were cautious when they hired Donald Carr as dean of the junior college department in 1937 and equally so the following year when they hired Ralph Hale as high school principal. It was not until 1940 that they named Hale superintendent, reinstating the position they had abolished in 1937. There is little evidence to suggest, however, that Hale was given much authority to act. Hale's attempt to resign in 1941 because of what he perceived as a vote of no confidence in his administrative ability may actually have been a reaction to the Board's constant desire to make most of the decisions, which denied Hale the authority to act as manager of the district.

When Hale resigned in 1943, the Board appointed Carr

to succeed him as superintendent. Carr pressed the Board to separate the junior college district from the high school district, but he was unsuccessful. Again the Board seemed unwilling to relinquish its power or to be swayed from its conservative stance.

Whether Carr had strong feelings about joining forces with the Palomar College district that was formed in 1946 is not known. Board minutes do not reflect any such feelings; the minutes do reflect, however, the strong feelings expressed by members of the Board that the college belonged in Oceanside to serve the citizens of Oceanside and Carlsbad. This concern for protecting the local citizenry and an unwillingness to plan for the future through expansion were to characterize the Board's decisions for several years. Throughout the period of Carr's superintendency, the Board continued to make major decisions with little input from the professionals at the college.

When the Board hired Kenneth Bailey to replace Carr in 1948, it hired a man with a strong personality--characterized by some as charismatic,by others as overwhelming. Bailey, it appears, had one love--football--and one goal--to put Oceanside-Carlsbad on the map as a football power.

Because Board minutes from May 1949 through March 1950 are missing from the microfilm files and no hard copies exist either and since Bailey was not available for an interview, it is difficult to speculate any further whether there were actual irregularities in the district operation of the college. One person interviewed commented that "Bailey was good with football, but very poor with the records; he was not good at managing the district." Bailey's focus on football and not on efficiently managing the district to the satisfaction of the Board members led them to search for a new superintendent for the 1950 school year. The Board's action in regard to Bailey suggests its concern for employing a superintendent with strong managerial skills, rather than a risk-taking leader who might use his power to influence in ways that were unfamiliar and far too liberal for the consevative community. Although Bailey demonstrated a charismatic and innovative leadership personality, his apparent failure to act in a manner which indicated a concern for the organization as a whole led the Board to seek a new superintendent. This suggests that the Board was concerned primarily with competent managers and that in the Board's view innovative persons were not in themselves adequate for positions of

institutional leadership.

In summary, it appears that from 1934 until 1950 there was little leadership demonstrated by those in key positions at Oceanside-Carlsbad Junior College. The major effort of the Board and the superintendents during this time seemed to be focused on maintaining the junior college with as little expense and inconvenience as possible. Board members acted as decision makers in establishing the junior college. Their vision of that college was little more than a holding facility for high school graduates who could not find a job and could not afford to go away to college. The Board's influence on the superintendent was so extreme as to border at times on coercion. There is little evidence to indicate that either the administors or the faculty was able to exert influence on the Board. Additionally, it appears that rarely did the citizens, Board and administors share mutual goals. As a result, from 1934 to 1950 the only evidence of leadership which effected change was McIntyre's influence in conjunction with the Board, the office of the State Superintendent of Education and the citizens to establish the junior college department. After that time there seemed to be little interest by the Board in providing strong management or any leadership for

the junior college. Rather, the Board seemed intent on simply maintaining the junior college with the least amount of effort.

1950-1964

From 1950 to 1964 there was a gradual shift in the locus of management away from the Board to the superintendent. The Board's primary concern remained that the district be well managed, but there was a gradual shift from the Board managing to the superintendent managing the college. There was also a gradual recognition on the part of the Board and the superintendent that the junior college needed more attention.

When the Board hired Frank Chase as superintendent in 1950, it hired a strong superintendent, a one man show, but one in whom members were able to develop confidence. Chase could be characterized as the type of administrator whom Walker described as "dominating the institution and the people in it" (1977, p. 30). This was evidenced by Chase's speaking routinely for both the high school and the junior college at Board meetings even though both the high school principal and the junior college dean might have been present.

Chase displayed his confident, assertive manner even before he became the official superintendent. In April 1950, two months prior to becoming superintendent, he forwarded to the Board a proposed organization chart indicating administrative positions and duties of district personnel. Chase's organization plan called for the junior college dean to report through the high school principal to the superintendent. Thus, for the next ten years, the position of junior college dean/director carried very little authority or responsibility.

Chase hired junior college deans who would follow his agenda without asserting their own points of view and neither of the men he hired to serve in this capacity exhibited much leadership. As an example, Chase hired George Mabee as dean of the junior college in 1950. In 1951 the college newspaper referred to Mabee as a soft-spoken, kindly man with a big grin. Persons interviewed remember Mabee as a genial man, a "papa bear" figure who made little attempt to exert influence on the decisions made by Chase.

When Mabee resigned for medical reasons, Chase discovered Robert V. Rodgers in a college in mid-California, interviewed him, and recommended that the Board hire him. Rodgers was a mild man. Perhaps because

he had a background in an academic discipline which none of the previous administrators had had, Rodgers expressed concern for raising the academic quality of the junior college. According to those interviewed, Rodgers was weak administratively; he handled academic matters adequately, especially when the college was small, but he did not like adversity and preferred not to take a stand when issues became controversial. Additionally, much of his energy was consumed by caring for a young son who required frequent and serious medical attention. Rodgers recognized that his strength lay in teaching and asked to be returned to the classroom prior to the college's relocation on the new campus.

Selznick (1957) stated that leaders must have goals. Rodgers' stated goal was to enhance the academic quality of the college. To the extent that he was able to oversee the first accreditation self-study, improve the accuracy of the college catalogue, and formalize commencement exercises, he was able to influence Chase and the Board in matters of academic and professional concerns. However, Rodgers lacked, or was not given, the opportunity to demonstrate the vision necessary to be acknowledged as an institutional leader. Additionally, Rodgers did not appear to be an effective decision maker. Thus, Rodgers

did not exhibit the characteristics that would label him a leader.

Consequently, during Chase's tenure there was little evidence of leadership emanating from those directly in charge of the junior college. Moreover, it was Chase who remained the manager of the college as well as the district. Chase's skills were in the management of the organization, not in the management of people. Chase exerted influence without much regard for the rights, desires, or necessities of the group members. The Board, however, for the most part seemed comfortable with his style of management, which appeared appropriate for those days when a hierarchical form of management was typical. Chase fit into Argyris' Pattern A-hard which is characterized by no-nonsense behavior, assuming tight controls, and maintaining close supervision. There is no question that Chase was an efficient manager. He took the district from chaos to stability. He appeared to be very concerned with the development of the district from an organizational point of view and less concerned with needs of the group members.

One person interviewed claimed that while Chase might have spoken with the head of the faculty group, he never went before the faculty unless it was to present his own

agenda. One instructor interviewed who worked for Chase indicated "there was little concern for the opinions of the teachers; if we didn't like something, we were told what we could do: leave." Because of his strict, authoritarian style and because of his infrequent attempts to engage the faculty in any cooperative efforts, many faculty members became increasingly disturbed, began to organize a union, and threatened to strike.

While Chase was able to interact with the Board to produce some change, he was not especially successful in mobilizing the citizens to act in a way that would enchance the district through the improvement of existing facilities and the construction of new campuses. Twice within one year the citizens failed to support a bond referendum which would have provided the financial support for attaining these goals.

Chase's strong need for hierarchy and the district's need for stability served Chase and the district well for a time, but Chase's apparent inability or unwillingness to acknowledge the faculty's growing desire for a voice in the governance of the district coupled with his abhorrence of the thought of the unionization of the faculty caused him to retire rather than to continue to struggle. To the end, however, Chase remained a man of great organizational

skill and efficiency, even organizing the books for the eventual division of the district into separate high school and college districts.

Even though Chase moved the district as a whole forward, he did not seem to have the enhancement of the college academic program as a high priority. Although Chase did not appear to be especially concerned with the growth of the college, he did possess a vision for the district. Through structural planning and decision making, Chase was able to carry through his vision of bringing stability to the district, a larger vision than might be apparent at first glance, given the chaos he inherited. Despite his firm, strict, authoritarian nature, Chase was able to bring stability to the district thus laying the firm groundwork which enabled the college district to expand soon after his retirement.

Chase's behavior can be characterized primarily as that of a manager rather than a leader. Because he accomplished his goal of bringing stability to the district, because he protected the goals and values of the institution and because he interacted reciprocally with the Board, it is impossible to state that Chase never displayed leadership characteristics. But in the main, Chase's failure to understand the needs of the faculty,

his unwillingness to be influenced by them, and his overriding concern for the organization rather than the people were behaviors which characterized him as manager.

When Chase retired in 1960 and the Board began its search for a new superintendent Board members expressed two goals: they wanted someone to carry out the college program and someone who could fit into the community (L. Hoskins, personal communication, 5/3/84). They also wanted someone who could efficiently manage the district. Board members selected H. Samuel Packwood for several reasons: they liked his personality, Chase had expressed faith in his organizational and management skills, and everyone was pleased with his warm and generous manner.

Packwood had been superintendent of the district for such a short time before he suffered a stroke that it is impossible to discuss his management and leadership skills and behaviors. Packwood's concern for the growth of the college and his awareness of the skill and energy required to function effectively and efficiently in the role of superintendent were evidenced by his conscientiousness once he had recovered sufficiently to return to his duties as superintendent. He continually told members of the Board to indicate to him if they felt he should resign because of his impaired health. Before they could tell

him, however, he asked to be transferred back to the classroom.

The Board selected John MacDonald to serve as acting superintendent when Packwood suffered his stroke because of his enthusiasm and energy and because he resembled Packwood in personality and attitude. Additionally, prior to Packwood's illness he had become very involved in the passage of the bond issue and the selection of the new site.

After being appointed as acting superintendent, MacDonald refused to move into Packwood's office, reserving that for the superintendent--hoping it would provide him with an incentive to recuperate as quickly as possible. MacDonald's attitude of "not taking over" impressed Board members as did his tireless efforts towards passage of the bond issue to fund the purchase of the new site. These efforts in combination with his involvement with the actual purchase of the new site served to give the Board confidence in him as a manager of the district. Insiders were not surprised that the Board subsequently appointed MacDonald superintendent.

The period from 1950 to 1964 was characterized by the gradual change in the locus of management from the Board

to the superintendent. Although decisions were made and goals were accomplished which resulted in some change, it is fair to state that very little leadership was manifested during this period.

1964-1976

When John MacDonald began his tenure as superintendent/president there was further noticeable change in the locus of management from the Board to the superintendent. For the first time in its history, the Board seemed content to govern and allowed the superintendent the opportunity to manage, even to lead. MacDonald had begun to demonstrate leadership characteristics in his roles as acting and assistant superintendent. MacDonald possessed Burns' qualifications for a leader: "Planning for structural change is the ultimate moral test of decision making leadership inspired by certain goals and values and intent on achieving real social change" (1978, p. 414). This portion of the discussion will show how MacDonald planned for structural change, implemented his goals, and influenced others to produce that change.

When appointed superintendent, then president of the college district, MacDonald had several things in his

favor. He had impressed the Board with his enthusiasm and energy; he was well known in the community; and he was well accepted by the faculty.

MacDonald's first year as superitendent/president coincided with the opening of the college on the new campus. He managed the college well from the outset, acknowledging that he willingly assumed most of the responsibility for overseeing the planning, construction, and furnishing of the new campus. MacDonald was indeed the father of the college, a position that even found him single handedly ordering each piece of furniture.

One of MacDonald's great strengths was his love for the college. He nurtured the college from its infancy on the new campus and protectively watched it grow. In time MacDonald became more and more confident that he knew what was best for the college.

MacDonald knew he had inherited a college with an image problem. For most of its 30 years, Oceanside-Carlsbad Junior College had been known informally as a high school with ashtrays. It became MacDonald's overriding goal to change this image, to build an institution of real collegiate calibre. With the help of others, MacDonald accomplished this slowly by adding

buildings to the campus, introducing new educational programs, hiring the most qualified instructors he could entice to the campus, and speaking about the college to the community.

In the first twelve years of his superintendency, MacDonald's relations with the Board enabled him to manage the district and to influence the various constituencies in such a way as to further his goals for the college.

MacDonald worked to develop good relations with the Board. During the first five years of his superintendency, MacDonald would prepare the Board agenda, then meet for lunch with two Board members, have lunch another time with two other Board members, and once again with the Board president. During these luncheon meetings he would review each agenda item, informing members of issues which might be difficult to understand, answering each of the questions asked and making certain that there would be no surprises during the Board meeting. Consequently, at Board meetings little controversy existed, meetings ran smoothly, and members of the Board developed confidence that MacDonald was managing the college efficiently.

MacDonald acknowledged and others agreed that he led the Board during many of his years as superintendent. The

Board gave him great leeway to run the district as he saw fit because the Board trusted him. MacDonald preferred to let the Board set the policy and direction of the college with his guidance and then the Board allowed him to implement the policy. To aid this delineation of roles, MacDonald remained somewhat distant from Board members. He stated that while he and members of the Board were always friendly, they were not personally close. He did not socialize with them. "I wanted that division to remain clear. That method of operation allowed me to get along with many Board members" (5/2/84).

Changes in Board membership occurred infrequently and when a vacancy existed on the Board, MacDonald often approached someone he knew in the community who had an interest in the college and a philosophy similar to incumbent Board members and asked that person to run for election. Rarely was this candidate opposed at the polls, so in a sense, with MacDonald's help, the Board replicated itself for many years.

During the first decade of his tenure, MacDonald worked hard to achieve another of his goals: to make MiraCosta a good place to work. Those faculty who served as academic senate chairs in the sixties and early seventies agreed that MacDonald was always willing to

communicate with them when a problem arose. They also felt comfortable calling him if a problem existed. No regular meeting times were scheduled between the senate chair and MacDonald, but they remained in close contact. Such close contact was maintained especially during the days when the potential for unrest among the students was high. MacDonald and the faculty leaders worked together during those rough times with the interest of the institution at heart, not their own vested interests. The faculty at that time rarely spoke to reporters: all requests for information would be channeled through the academic senate chair. This kind of concerted action was dramatic testimony that the campus community spoke as one voice.

Much credit should be given to MacDonald for getting groups of people to work together. He implemented the concept of task forces. Task forces, comprised of two representative of each college segment, worked through problems as a means of developing solutions to various major issues such as institutional goals and objectives, faculty evaluation procedures, and salary policies.

MacDonald believed the role of the chief administrative officer was to maintain the college at the highest academic quality. That was accomplished by hiring

the best teachers and providing them with the best environment in which to work. MacDonald stressed the need to "free the faculty from conflict, to take their minds off issues which would keep them from teaching" (5/2/84). He felt it was his responsibility to provide the faculty with the highest salaries possible so that they would feel financially secure and to keep them from an atmosphere of having to negotiate for salaries and other issues all of which would prevent them from doing what they were supposed to be doing--teaching.

As was true with his Board relations, MacDonald worked to maintain good relations with the faculty. By supporting the concept of the academic senate and by working closely with faculty members, MacDonald was able to influence and in turn be influenced by the faculty. He was able to meet the needs of the faculty during this time and in so doing, mobilize faculty members to work toward the attainment of the goals they shared for the institution.

Even before MacDonald became superintendent/president he had demonstrated his ability to plan for change in the community. His involvement in the passage of the bond issue which provided financing for the new campus and his ability to negotiate the purchase of the site were

evidence that MacDonald had a vision, had planned adequately, and had influenced the citizens to permit his vision to become a reality. During the early 1970s MacDonald further influenced the citizens by encouraging them to vote favorably for the tax override. He worked for many years to influence the citizens of San Dieguito to approve the annexation of their district to the Oceanside-Carlsbad Junior College District. Although he was not successful in getting the San Dieguitans to vote in favor of the annexation, he was able to exert enough influence on his colleagues from Palomar and members of the Board of Governors of the California Community Colleges so that the Board of Governors finally ordered the annexation of the San Dieguito area to Oceanside-Carlsbad Junior College District.

Throughout the first twelve year of his tenure, MacDonald was able to combine efficient management skills with effective leadership. MacDonald inherited a legacy of conservatism from the Board and citizens, a tight organizational heirarchy in which faculty had no say, and an image of the college as a high school with ashtrays. This legacy required that MacDonald incorporate into his own vision some protections for those conservative institutional values. These, however, were not

inconsistent with his goals of growth, quality, and harmony, and he was able to take the steps that enabled his vision to become a reality. MacDonald accomplished many of his goals by 1976 as a result of influencing his constituencies and being influenced by them.

1976-82

During the period of 1976 through 1982, MacDonald's relations with the Board and the faculty began to undergo changes. In the past, MacDonald had made administrative recommendations to the Board which were accepted. On issues where a task force had worked to establish a policy or a procedure, faculty input had been solicited. On other issues MacDonald, as superintendent, felt he knew what was best for the college. When the college was small this technique worked well. But as the district increased in size MacDonald could no longer remain in such close contact with everything that was going on in the college community.

As the academic senate became more sophisticated in its involvement with academic and professional matters, its members began to manifest the characteristics of leaders. Members looked to each other for leadership rather than to Superintendent MacDonald as they had in the

past. The academic senate president, regardless of who occupied that position, as well as the senate council members always possessed a vision of shared governance. They became intent on promoting institutional goals of academic excellence, through planning for structural change in course requirements and content. They began to influence the Board and adminstrators and in turn be influenced by them. They had inherited a legacy of no control, no influence, no participation. But during this period and to date the academic senate has exerted strong leadership to achieve the collegial method of governance which affords faculty considerable influence on issues of academic and professional import.

During this period MacDonald's relationship with the Board also began to change. With the increase in the number of Board members, MacDonald's control was weakened. New Board members did not follow the pattern of relying on MacDonald's assessment of issues that came before the Board. These new members began to probe MacDonald for more information and to ask questions of others. For years, MacDonald had enjoyed a unanimous decision almost every time the Board voted on an issue. Once the Board had been expanded to include seven members, split vote decisions began to occur for the first time.

The lack of unanimity was distressing to MacDonald as he felt he was losing control.

New members of the Board began to look directly to the academic senate for answers to their questions and began to encourage faculty and staff to express their opinions more frequently at Board meetings. Academic senate chairs historically had been asked their opinions at Board meetings, but with the expanded Board and, more important, the new composition of its members, more frequent exchange of ideas at Board meetings began to occur.

Gradually as new Board members became familiar with the college, they felt more comfortable with their own policy positions. By 1978 members began to be, as they expressed it, proactive. Some members desired to lead, rather than be led. They developed expertise in boardsmanship and expected new colleagues on the Board to develop this expertise also. This change in Board philosophy was difficult for MacDonald to accept.

Sometime prior to 1976, MacDonald's closest advisors began to urge him to let go of some of his control. Letting go was difficult for MacDonald. He had always relied on himself; he thought he knew what was best for

the college; he could depend on himself; it was risky to depend on others. But by 1976 he decided that the "best way for me to be strong was to hire people smarter than me to be around me" (5/2/84). MacDonald began to rely more on his administrative staff, especially William Foran, dean of students, and Adolph Meisen, dean of instruction. There are many who felt that part of MacDonald's success as a manager resulted from his collaboration with Meisen. Meisen demonstrated thoughtful, careful attention to the understanding and implementation of the fiscal policies of the district and served well as a complementary adjunct to MacDonald.

MacDonald acknowledged that he felt good seeing people around him succeed and that their success made him look good also. "My giving leeway to the people around me made the institution look good . . . . It's not so important how you get there, it's what gets done" (5/2/84). While MacDonald sometimes felt this delegation of authority caused some people to judge him as a weak leader, this assessment was not shared by all administrators and faculty.

When faculty faulted MacDonald, it was not for his delegation of authority and responsibility. Rather, it was for his methodology. Faculty and staff felt at times

that in his haste to get things accomplished, or in his confidence that he knew what was best for the college, MacDonald sometimes failed to regard the decision making process as important.

Faculty agreed that in the late 1960s and in the early 1970s as the college was really beginning to grow the protective, fatherly image of MacDonald was an appropriate and desirable one. But by the mid-seventies the faculty was no longer content to see MacDonald as the protective father. He had interacted with the Board and the faculty, and he had managed both groups. MacDonald had personally overseen the hiring of each instructor. In this way he had been able to hire people who were philosophically like himself. As the college grew, MacDonald was no longer able to maintain such close contact with each person. As programs and staff were added, it was no longer practical or efficient for him to remain so protective of the college he had nurtured since its infancy.

When members of the staff prepared the 1976 self-study for the college applicaton for accreditation, faculty members expressed concern that they had not had much input into the writing of the self-study. Disturbed that communication problems between the administration and

the faculty were becoming a critical issue, faculty members expressed their consternation by including a white paper in the self-study. When the accrediting team reported its recommendations, it included a statement about the perceived paternalism manifested by MacDonald as well as a suggestion that MacDonald begin to delegate more responsibilities.

MacDonald recognized his need to let go and did so, but with difficulty. According to MacDonald, he became a better president for letting go. "I had to go from being a high school principal in thought to a college president. I started out like my mentors: a one-man show . . . I had to change" (5/2/84). MacDonald believed that his ability to change, to let go, was one of his strengths. Others felt that he did not let go enough. When he did relinquish some of his control, it was to persons who thought exactly as he did and told him what he wanted to hear.

Following the accreditation report, MacDonald did lessen his control and begin to delegate, following the suggestion made to him by some of his own colleagues as well as the accrediting team. Still, he often failed to consult with others because he thought he knew what was best for the college and did not understand why others

could not see what was, according to him, right.

During this period MacDonald continued to influence the citizens of the community. One of his continuing strengths was in understanding the pulse of the college and being able to communicate this to community members. MacDonald knew whom in the community he could depend on for support of the college when that was necessary. However, MacDonald seemed not to have much concern for constituents in the community who were not part of the established conservative contingent. In the end, however, MacDonald was a good politician and community spokesperson for the college.

During this period from 1976 to 1982, MacDonald continued to push for the accomplishment of his goals. He was unable, however, to move quite so quickly during this time because the Board and faculty wanted more input before decisions were made. A good example of this occurred during the planning phase of the large building project in 1977. MacDonald presented a list of priorities to the Board, expecting that it would be approved. Instead of accepting MacDonald's recommendations, the Board agreed to hear faculty concerns in a series of meetings. The outcome was a different list of priorities. MacDonald was no longer able to use the

technique of "father knows best" with the Board and faculty. Perhaps the college had outgrown MacDonald by this time.

Throughout his tenure, MacDonald's religious beliefs played an important part in his role as superintendent. MacDonald himself stated that one of his strengths was his acceptance of everyone, and he quoted a faculty member with whom he had had a disagreement as saying "[Dr. MacDonald] you are the most forgiving person I have ever met. No matter how heated the arguments, you never seem to reject people" (5/2/84). Others, however, felt that MacDonald's strong religious beliefs got in the way of his objectivity and caused him to be narrowly focused. Some indicated that his strict religious values caused him to have an elitist attitude that did not allow for other points of view. On the other hand, many faculty members felt that these values were part of his strength and one of the reasons MacDonald was such a good superintendent/president.

When asked to comment on his accomplishments while at MiraCosta College, MacDonald replied that participating in the annexation of the San Dieguito area gave him great satisfaction because there were such high odds against its happening. He believed that his part in the annexation

may have been his greatest contribution to the college. The fact that the faculty never became involved in unionization was another accomplishment of which he is tremendously proud. MacDonald claims to have taken some ribbing from local superintendents over the fact that he "gave them [the faculty members] everything they wanted. Why should they go to collective bargaining?" MacDonald's retort was why not give the faculty what it wants if the district can afford it? MacDonald felt that by creating an environment where people were secure in their jobs and in their disciplines, there would not be any fighting.

There is no doubt that one of MacDonald's great strengths as a leader was his tremendous love of the college and his loyalty to it. MacDonald liked people; he was at ease among the citizens of the community, the Board, and the staff. He always maintained publicly as well as to faculty members themselves that the faculty at MiraCosta was the best faculty of any community college. Even towards the end of his tenure when the faculty and MacDonald were at odds over the appropriate degree of faculty participation in the governance and decision making process, MacDonald continued to speak highly of the faculty.

Soon after the passage of Proposition 13 MacDonald

began to contemplate retirement, not because he was apprehensive about the retrenchment years which lay ahead but because it was a good time in terms of his age and he had accomplished all of his goals for the college except to build a swimming pool. Having watched some of his colleagues from other districts who had achieved their goals and yet hung on, he did not want to fall into that trap. Without ever losing his spirit for the college, he began to plan for his retirement--by running successfully for the position of Oceanside City Council member.

In summary it is fair to say that with MacDonald's arrival as superintendent not only did the locus of management shift substantially from the Board to the chief executive officer but leadership was evidenced in some consistent measure for the first time. Like the superintendents before him MacDonald had inherited a legacy. He inherited a long tradition of conservatism which yielded slow growth, an image of the institution which was less than collgegiate, and a faculty who had had little say in shaping its work environment. MacDonald brought with him a vision to change the image of the college from one that was little more than a high school with ashtrays to a college with high academic standards. He envisioned an environment that would be a good place to

work, where instructors could teach and students would be free to learn and to grow. To accomplish those goals he devloped a plan for structural change.

MacDonald gained the confidence of the community, the Board, and the faculty by managing the college well and by influencing these constituencies and in turn being somewhat influenced by them. Real change did occur as a result of MacDonald's leadership. The district doubled in size with the annexation of San Dieguito. The faculty senate became sophisticated and powerful and the faculty continued to press for collegiality. MacDonald's relationship with the faculty and the Board enabled the faculty to remain free from collective bargaining.

These goals were not accomplished easily in many cases. There were often times of strife; communication problems were sometimes rampant; and there was consistent ill will between MacDonald and a few faculty members. Personal constraints limited MacDonald's effectiveness as a leader. His strict religious view kept him narrowly focused at times. His need to control, to continue to parent--long after the time for parenting had ended--prevented him from growing with the college.

In essence, MacDonald was an efficient manager and an

effective leader, but when he announced his retirement he was not alone in recognizing the time had come for a change.

1982-1984

When MacDonald announced his retirement, the faculty expressed to the Board its concern for enhancing the collegial mode. Governing Board members displayed their continuing support for the concept of collegiality by their unprecedented arrangements for seeking the new superintendent/president. They provided the district screening committee great latitude in developing the criteria for the position and in screening candidates. Maintaining an atmosphere of collegiality had become so important to Board members and faculty that one of the criteria by which the candidates were judged was their commitment to collegiality and their willingness to lead by letting those around them lead. When the Governing Board members selected H. Deon Holt as superintendent/president, they and the entire college community were looking forward to a new era of increased collegiality.

Coming from a multi-campus community college district in Dallas, Texas, where he was president of one of the

colleges, Holt recognized he would have an adjustment to make as superintendent/president of MiraCosta College. Not only would he be working directly with a governing board for the first time, he would be working with an established faculty, the majority of whom had been at the college for more than ten years.

Holt stated that among his mentors were a journalist who provided him with technical skills, a long-time community college leader for whom Holt had worked for 16 years, and his wife, Diane, who provided the humanistic balance he needed for his leadership (H. D. Holt, personal communication, 4/18/84).

A shy but warm and caring man, Holt seems more comfortable communicating with the faculty through written memoranda than through verbal dialogue. Intelligent and hard-working, Holt describes himself as a risk-taker and encourages those around him to do likewise. In his opening remarks to faculty and staff, Holt commented to the effect that if mistakes were not being made, not enough effort was being made to move the college forward. Interested in futuristic studies, Holt has emphasized the need for members of the faculty and staff to look ahead and to renew their professional energy. While Holt realizes it will be some time before he gains the

credibility to effect any significant change, he has been frustrated at times by the resistance to change expressed by some of the faculty and staff. Compounding the problem is the fact that in 1984 for the first time the district is in a strong retrenchment mode that has been complicated by unclear directions and an ever changing fiscal plan at the state level. For the first time, also, layoffs are being considered and programs are being reviewed for cost effectiveness. As institutional leader, Holt must deal with such unpleasant necessities before he is fully familiar with the history of many of the issues being discussed.

Holt has been with the district too short a time to permit an analysis of his effect on the district or to assess his influence on the faculty. Some faculty members believe that Holt "is the best thing to happen to the district;" others are taking a "wait and see" approach because they feel that both the president and the faculty are still getting used to each other. Members of the Board continue to give Holt their vote of confidence and the entire college community is looking forward to the next fifty years of MiraCosta College.

Summary

The purpose of this discussion has been to chronicle leadership throughout the 50-year history of MiraCosta College. The discussion has shown that prior to Superintendent MacDonald's tenure little leadership was exhibited and that MacDonald emerged as a leader as he and the Board developed mutual trust, as interaction between him and the faculty occurred more frequently and as the Board, superintendent, and faculty began to influence and be influenced by each other.

The period from 1934 to 1950 was dominated by the Governing Board whose vision of the college was narrow and whose focus was on maintaining the junior college with the least amount of expenditure possible. During this era there was little evidence of leadership. Between 1950 and 1964 there was a slight shift in the locus of managmement away from the Board toward the superintendent, but the primary concern of the conservative community and the college Board continued to be a well managed district. This era was characterized by the efficient management of Superintendent Chase who provided organizational structure and stability. During the period from 1964 to 1976 there was a further shift in the locus of management. With John MacDonald as superintendent/president the Board seemed

content to govern and willing to let MacDonald manage the district as well as to provide leadership as he began to plan for structural change. From 1976 to the present leadership has emanated not only from the superintendent, but from the Board and faculty as well.

This discussion has supported the view that leadership and management are discrete concepts. For example, Superintendent Chase was an efficient manager but demonstrated few characteristics of an effective leader. The fact that MacDonald emerged as both an effective leader and an efficient manager demonstrates that it is possible for one individual to behave at times as a leader and at other times as a manager.

Selznick maintained that the function of leadership is to "define the goals of the organization and then design an enterprise distinctly adapted to these ends and to see that the design becomes a living reality" (1957, p. 28). This discussion has revealed that during MacDonald's 20-year tenure he functioned as a leader, working constantly to make his vision of the college a reality. During MacDonald's tenure and since, the Board and faculty have also evidenced the characteristics of leadership as they interact reciprocally to effect change.

Thus, from conception through adolescence and into maturity, MiraCosta College has undergone an evolution of management and leadership. The history of the college's leadership movement is an uneven path from a stage just short of autocracy to a stage that involves the Board, the superintendent, and the faculty in a joint venture. This philosophy of shared governance and shared leadership has assured a high quality of education for all students within a context of cooperation among Board, administration, and faculty.

CHAPTER VI

CONCLUSIONS

The purpose of this study has been to determine the fabric of which MiraCosta College has been made. The goal was to examine the threads: the values and background assumptions, the leadership behavior and the marker events, which when woven into a tapestry result in the history that is MiraCosta College.

A combination of external forces and internal factors have caused those in key positions at MiraCosta to act in ways which have determined how the college is engaged in its society. Like any individual MiraCosta College is an imperfectly integrated whole, a composite resulting from the threads which have been interwoven.

From the outset several threads were apparent. The communities of Oceanside and Carlsbad are conservative. Thus, it is not surprising that elected and appointed officials of the college have had a strong tendency to value caution and fiscal conservation. Another thread is the close identification with the community. At various

times during the course of the college's growth officials had the opportunity to merge with Palomar College which would have resulted in growth for the college but dilution of community identity. Instead of opting to merge, college officials elected to identify with their immediate community and to maintain local control. This has resulted in MiraCosta's continual efforts to compete for its share of collegiate programs and students. The concept of collegiality is perhaps the strongest thread woven into the tapestry. Emerging in 1963 with the formation of the Academic Senate of Oceanside-Carlsbad Junior College District, the concept of shared governance has been a high priority for faculty members and has dominated the activities and attitudes of the college community.

MiraCosta College has experienced eleven marker events which have punctuated its life structure. The first marker event occurred in 1934 with the establishment of the college. Board members in 1946 and voters in 1952 refused to allow the college to be annexed to the Palomar College District, decisions which accounted for two additional marker events. In 1955 the Western Association of Schools and Colleges accredited Oceanside-Carlsbad Junior College for the first time, a marker event which

resulted immediately in an enhancement of the academic program and eventually in the separation of the college from the high school. In 1960 the electorate in Oceanside and Carlsbad approved the creation of the Oceanside-Carlsbad Junior College District, a marker event which laid the groundwork for the growth of the college and the building of a separate campus.

Between 1961 and 1964 a series of marker events signaled the beginning of a dramatic growth period for the college when the voters passed a referendum which provided funding to purchase a site and build a new campus, the college relocated to its present campus, and the Board hired John MacDonald as superintendent/president. In 1963 members of the faculty, with support from Superintendent MacDonald, established the Academic Senate of Oceanside-Carlsbad Junior College District which heralded the concept of collegiality. The annexation of San Dieguito Union High School District to the Oceanside-Carlsbad Junior College District in 1976 was the marker event which resulted in doubling the population of the district--as well as the tax base--changing the name of the district to MiraCosta Community College District, and allowing the district to serve all the coastal communities in northern San Diego County.

In 1978 the passage of Proposition 13 occurred which changed the mechanism for funding and reduced the allocation of state funds. This marker event indicated the beginning of the end of the golden years of unlimited growth and adequate resources.

That which has occurred to make MiraCosta what it is today is the result of myriad of small events punctuated by these notable marker events. In turn, these marker events have required adaptations by the various personalities of the college officials with their individual and collective background assumptions, values, and priorities.

As a result of these adaptations to internal and external forces MiraCosta College in 1984 is vastly different from the junior college department which was tucked among the classrooms at Oceanside-Carlsbad High School in 1934. Its purpose remains the same: to provide low-cost, quality postsecondary education for all adults living in the community, but its locus of management and operational structure have undergone dramatic changes.

From its inception the college has been governed by the Board of Trustees; however, the role the Governing Board plays today differs greatly from its role in the

early days. During the college's first twenty years, the Board maintained all the power and relinquished very little of its authority. For the most part, members of the Governing Board managed the college as well, and there is very little evidence to suggest that much leadership was exhibited. Throughout the fifties, the Board delegated some of its authority to the superintendent of the district, who maintained tight control over the college program, but still there was little evidence of real leadership. In the sixties, when the district divided and the college became a separate entity from the high school, the Board--comprised of the same members as those who served the high school district but meeting at a different time--delegated the authority for implementation of the college policies to the superintendent. Not until John MacDonald was appointed superintendent in 1963 did the college enjoy the benefits derived from an official exhibiting leadership behavior.

During that time the Board also recognized the academic senate as the voice of the faculty and began to listen to faculty, creating an environment which in the future would allow shared decisions. It was during this period that the college began to grow. By the mid-seventies as the academic senate became more involved

in curricular issues, faculty members began to provide an academic leadership which had not been present before. By the end of the seventies and the beginning of the eighties the three leadership groups--board, president, and senate--were influencing each other, sharing leadership roles.

Administrative leadership throughout MiraCosta's history has often focused on the development and growth of the college in terms of construction and organization. Much of the impetus for such change has come from external forces, rather than by choices voluntarily made by members of the Board or the superintendent. Since the separation of the college from the high school, both superintendent/presidents have exhibited leadership qualities. MacDonald and Holt have expressed goals for the institution as a whole. Beginning in his early days as superintendent, MacDonald clearly had a plan for structural change and he was successful in effecting that change. MacDonald indeed was an expert in the promotion and protection of the values which underlie the community and the college, and given time, it is expected that Holt, too, will become such an expert. At no time in the history of the college was there any indication that the Board would have been satisfied with a leader who did not

exhibit managerial skills.

It is apparent, especially in these recent years, that the leaders of the three groups have shared in the governance of the college and have taken turns influencing and being influenced by each other, supporting the position of Baldridge et al. (1977) who claims that academic institutions differ to such an extent from traditional organizations that traditional management theories do not apply.

Curricular development and improvement and the fostering of collegiality have come about as a result of faculty leadership. An emphasis on academic excellence came slowly, gaining momentum after the college had separated from the high school and new instructors who had not been part of the high school were hired.

A feeling has often been expressed that MiraCosta is somehow different from other community colleges. For one thing, a stability of leadership has existed at MiraCosta College. For almost a quarter of a century four members of the Governing Board worked together. Beginning in 1937, only six persons have been dean, director, or president of MiraCosta. Since the first business manager was hired in the early forties, only three persons have served in that

capacity. Additionally, most of the faculty turnover has been the result of retirements or death. While such stability may have hampered change, it has also provided an anchor and reflects the conservative nature of the community.

Another factor which makes MiraCosta different from most community colleges is the absence of collective bargaining. While members of the MiraCosta College community have often defined and redefined collegiality, nonetheless, the spirit of shared governance exists in an environment that is non-threatening and positive. At MiraCosta there is an atmosphere of family which creates an aura of respect, trust, and concern for one another. Sometimes this familial climate may be stulifying, but mostly it has served the college and the students well.

While the negative aspects of stability and the familial climate must be recognized, the positive aspects far outweigh the negative. Stability of personnel and the absence of adversarial roles which result from collective bargaining afford faculty a unique work place in which they have considerable influence on issues of academic and professional import and an environment which indeed makes MiraCosta a good place to be.

At MiraCosta, unlike many other colleges, citizens have served on the Board because they are interested in the welfare of the college, not as a spring board for their own political futures. Few, if any, Board members have been elected by special interest groups, and only two members have left the Board for other political positions.

Board members today openly express their respect for and interest in all members of the college community. As part of their willingness to be influenced as well as influence, Board members are involved as members of district committees, serve as members of interview teams, participate in orientation activities at the beginning of each year, and are always welcomed at college sponsored formal or informal social events, which they often attend. Staff and faculty are comfortable interacting with Board members and appreciate the support Board members accord them in areas such as the granting of sabbatical leaves for faculty and career incentive plans for classified staff.

To the outsider, the characteristics of stability and collegiality, the absence of collective bargaining and the interaction with Board members may appear to have made MiraCosta College provincial and insular, closed rather

than open. In some ways it is true that MiraCosta is insulated in its "haven-on-the hill." Few would argue that MiraCosta is in the vanguard of community colleges. And yet, the college has come along way since its thirty-year symbiotic relationship with the high school. Its growth was slow, its posture conservative. But the growth has been steady, not whimsical, and the conservative stand has held the college in good stead during these fiscally uncertain times. Individual faculty members have made outstanding contributions to their academic disciplines. Two faculty members have served as officers of the statewide academic senate. Several have written and published textbooks which are widely used in college classes across the nation. Others are recognized nationally for their creative endeavors.

Thus, we see MiraCosta College as more than just the sum of its parts. The tapestry is rich in texture and shading. MiraCosta's past has formed the prologue of what is yet to come. As the first 50 years of MiraCosta College draw to a close, the college is strong and remains dedicated to its mission. In spite of dwindling state support and the imposition of tuition, members of the Governing Board, administration, faculty, and staff in an atmosphere of mutual respect and trust remain dedicated to

providing quality, comprehensive education which meets the needs of the academic students wishing to transfer to four-year institutions, the career-directed students desiring immediate job skills, and the community-oriented students wanting knowledge to improved the quality of their lives.

The possibilities for future studies are numerous. Researchers may choose to study another college similar to MiraCosta--a single campus district which began as part of a high school district--to determine the similarities and differences.

Another appropriate study would be to compare a single campus district which had begun initially as a college without an attachment to a high school district. Future researchers may be interested in comparing the growth and development of MiraCosta College to a public, two-year college in another state. Because the number of studies which have focused on the history and the growth of a college and how colleges are influenced by leadership are so few, future research studies integrating these conceptual frames would add to the body of knowledge that currently exists but which is still inadequate to explain the impact leaders have on the growth and development of large institutions such as community colleges.

APPENDIX A

The Administration

YEAR	DISTRICT SUPERINTENDENT	CHIEF COLLEGE ADMINISTRATOR
1934-35	(George R. McIntyre, Super.	(None
1935-36	(	(George E. Dotson, Dean
1936-37	(None	(Forest J. Brady, Dean
1937-38	(	(Donald C. Carr, Dean
1938-39	(	(
1939-40	(	(
1940-41	(	(
1941-42	(Robert I. Hale, Superintendent	(
1942-43	(	(
1943-44	(Donald C. Carr, Superintendent	(
1944-45	(	(
1945-46	(	(
1946-47	(	(
1947-48	(	(
1948-49	(Kenneth P. Bailey, Super.	(Kennneth P. Bailey, Dean
1949-50	(	(
1950-51	(Frank M. Chase, Jr., Super.	(George Mabee, Dean
1951-52	(	(Mabee, Robt. V. Rodgers, Dea-
1952-53	(	(Robert V. Rodgers, Director
1953-54	(	(
1954-55	(	(
1955-56	(	(
1956-57	(	(
1957-58	(	(Robert V. Rodgers, President
1958-59	(	(
1959-60	(	(
1960-61	(H. Samuel Packwood, Super.	(
1961-62	(	(
1962-63	(	(
1963-64	(John MacDonald, Superintendent	(
1964-65	(John MacDonald, Superintendent/President	
1965-66	(	
1966-67	(	
1967-68	(	
1968-69	(	
1969-70	(	
1970-71	(	
1971-72	(	
1972-73	(	
1973-74	(	
1974-75	(	
1975-76	(	
1976-77	(	
1977-78	(	
1978-79	(	
1979-80	(	
1980-81	(	
1981-82	(	
1982-83	(H. Deon Holt, Superintendent/President	
1983-84	(	

APPENDIX B

INTERVIEWS

The names of the people who provided information, together with their relationship to MiraCosta College and their present positions, are shown below.

Keith Broman, music instructor, 1957-67; dean of continuing education and community service, 1968-1979; vice president, instruction, 1979-1982; now retired.

Gloria Bedwell Carranza, student of Oceanside-Carlsbad Junior College during mid-1960s, president of the student body in 1965; currently in business in Oceanside.

Patricia (Rothermal) Dresselhaus, student of Oceanside-Carlsbad Junior College in the mid-1940s; instructor of business education, 1958 to the present; one of the founders of the academic senate; former academic senate chair.

William Foran, dean of students, 1965-1974; vice president, student services, 1974 to the present.

Gwendolyn Greene, student of Oceanside-Carlsbad Junior

Colllege in the late 1940s; librarian, 1971 to the present.

Julie S. Hatoff, instructor of English, 1971-1983; academic senate president, 1979 to 1982; vice president, instruction 1983 to the present.

Mildred Hill, instructor of business education, 1966 to the present; academic senate chair, 1972-73.

Henry Holloway, Governing Board member, 1976 to the present; currently Board president.

H. Deon Holt, superintendent/president, 1982 to the present.

Lucy Hoskins, Governing Board member, 1959-1966 and from 1969-1976; currently active in various civic organizations in Oceanside.

Finis Johnson, instructor of chemistry, psychology, physics, 1934-1963; currently retired.

Robert Kitchin, instructor of social sciences, 1957-80; currently retired.

John MacDonald, dean of extended day division, 1957-63; acting superintendent, 1961-62; assistant superintendent, 1962-63; superintendent, 1963-64;

superintendent/president, 1964-1982; currently Oceanside City Council member.

James McBroom, instructor of mathematics and physics, 1957 to the present.

Adolph Meisen, dean of men, 1949-64; dean, instruction, 1964-74; vice president, instruction and assistant superintendent, 1974-79; executive vice president, 1979-82; currently retired.

Jean Moreno, former student Oceanside-Carlsbad Junior College and MiraCosta College; Governing Board member, 1976-present; formerly Board president.

Clinton Pedley, Governing Board member, 1948-72; currently retired.

Gail Prentiss, instructor of physical education, 1966-1978; former academic senate chair, 1969-70 and 1976-78; program director, instruction 1978 to the present.

Robert V. Rodgers, director/president, 1952-1964; instructor of sociology, 1964-78; currently retired.

Carol V. Smith, Governing Board member, 1978 to the present; former Board president.

APPENDIX C
GENEALOGY OF BOARDS OF TRUSTEES

OCEANSIDE-CARLSBAD UNION HIGH SCHOOL DISTRICT BOARD OF TRUSTEES
1934-1961

Herschell Larrick (1935)
Fred Haupt (1936)
James T. McCann (1935, 1937)
L. W. Cottingham (1936-39-1943-46)
T. Murray MacCullum (1938-41)
Frank L. Schulyer (1939-47)
Sam Fraser (1939-45)
Allan Kelly (1946-48)
H. W. Witman (1948)
Clinton Pedley (1948-72)
John Frenzel (1951-68)
Annie Cozens (1935)
W.C. Lawrence (1935-37)
Elwood Trask (1936-38; 1945-47)
Pliny Arnold (1936-38)
Gardner Barnard, Jr. (1938-66)
C. W. Hersey (1939-42)
Roy A. Wilcox (1942-47)
Joseph MacDonald (1948-49)
Russell Grosse (1948-60)
Elmer Glaser (1949-58)
Lucy Hoskins (1959-66; 1969-76)

OCEANSIDE-CARLSBAD UNION HIGH SCHOOL DISTRICT
1961-1969

*Barnard Gardner, Jr. (1938-66)
*Clinton Pedley (1948-69)
*John Frenzel (1951-68)
*Lucy Hoskins (1959-66; 1969-76)
Joe Cockrill (1961-64)
Jean Kissinger (1965-68)
Thomas Smith,III (1967-68)
Arthur Adams (1967-69)
James Judy (1968-69)
Robert Stauber (1969)

OCEANSIDE-CARLSBAD JUNIOR COLLEGE DISTRICT
1961-1969

*Barnard Gardner, Jr. (1938-66)
*Clinton Pedley (1948-72)
*John Frenzel (1951-68)
*Lucy Hoskins (1959-66; 1969-76)
Joe Cockrill (1961-64)
Jean Kissinger (1965-68)
Thomas Smith, III (1967-68)
Arthur Adams (1967-69)
James Judy (1968-69)
Robert Stauber (1969; 1973-76)

OCEANSIDE-CARLSBAD JUNIOR COLLEGE DISTRICT
1969-1976

*Lucy Hoskins (1959-66; 1969-76)
*Robert Stauber (1969; 1973-76)
*A. L. Adams (1967-69)
Donald O. Ward (1970-77)
*Clinton Pedley (1948-72)
Walter Stendahl, Jr. (1969-73)
Robert Prescott (1970-82)
Ralph Monell (1973-76)

MIRACOSTA COMMUNITY COLLEGE DISTRICT
1976-1984

*Lucy Hoskins (1959-66;1969-76)
*Ralph Monell (1973-76)
*Robert Stauber (1969; 1973-76)
Nancy Holm (1977)
Donald Frederick (1976-80)
Carol V. Smith (1978-present)
Connie deGirolamo (1981)
Robert Rockwell (1982-present)
Diane M. Bessell (1982-present)
*Robert Prescott(1970-82)
*Donald Ward (1970-77)
Jean Moreno(1976-present)
Henry Holloway (1976-present)
Theodore Kruglak (1977-80)
Elayne Karickhoff (1978-81)
William Ferrante (1981-82)
J. Stehpen Hawkins (1982-present)
Mignon Bowen(1982-present)

STUDENT REPRESENTATIVES

Sandra Gerding (1978)
Perry Alan (1980)
Mary Zingg (1981)
Ricardo Dogue(1983)
Paul Nicholson (1979)
Brian McBride (1981)
Rosa Zingg (1982)

*Continued to serve from previous period

APPENDIX D

ASSOCIATE OF ARTS AND ASSOCIATE OF SCIENCE DEGREES GRANTED

1935-84

YEAR	NO. A.A. DEGREES GRANTED	YEAR	NO. A.A. DEGREES GRANTED	NO. A.S. DEGREES GRANTED
1934-35	1	1957-58	63	
1935-36	36	1958-59	63	
1936-37	23	1959-60	61	
1937-38	14	1960-61	70	
1938-39	19	1961-62	76	
1939-40	42	1962-63	65	
1940-41	51	1963-64	49	
1941-42	33	1964-65	61	
1942-43	22	1965-66	69	6
1943-44	12	1966-67	109	22
1944-45	11	1967-68	102	23
1945-46	12	1968-69	119	33
1946-47	36	1969-70	166	24
1947-48	73	1970-71	176	31
1948-49	40	1971-72	190	45
1949-50	68	1972-73	204	37
1950-51	37	1973-74	178	32
1951-52	37	1974-75	197	31
1952-53	35	1975-76	221	55
1953-54	28	1976-77	228	75
1954-55	36	1977-78	263	55
1955-56	49	1978-79	231	75
1956-57	53	1979-80	242	50
		1981-82	187	52
		1982-83	202	26

Information courtesty MiraCosta College Admissions and Records Office

APPENDIX E

OCEANSIDE-CARLSBAD JUNIOR COLLEGE DISTRICT

MIRACOSTA COMMUNITY COLLEGE DISTRICT

NUMBER OF FULL-TIME TEACHING FACULTY

1961-84*

YEAR	NUMBER***
1934-61	**
1961-62	20
1962-63	20
1963-64	22
1964-65	24
1965-66	34
1966-67	43
1967-68	37
1968-69	41
1969-70	41
1970-71	44
1971-72	49
1972-73	47
1973-74	45
1974-75	54
1975-76	62
1976-77	65
1977-78	69
1978-79	71
1979-80	73
1980-81	73
1981-82	72
1982-83	71
1983-84	69

* Information courtesy MiraCosta College Personnel Office

** No information available for these years

*** Does not include administrators, counselors, librarians, college nurse, program directors, or coordinators

APPENDIX F

ENROLLMENT FIGURES FOR STUDENTS ENROLLED IN OCEANSIDE-CARLSBAD JUNIOR COLLEGE (1344-65) AND MIRACOSTA COLLEGE (1965-84)**

YEAR	NUMBER ENROLLED
1935-45	***
1945-46	90
1946-47	156
1947-48	277
1948-49	257
1949-50	357
1950-51	388
1951-52	241
1952-53	211
1953-54	181
1954-55	190
1955-56	291
1956-57	312
1957-58	317
1958-59	430
1959-60	490
1960-61	499
1961-62	529
1962-63	639
1963-64	600
1964-65	658
1965-66	750
1966-67	981
1967-68	1037
1968-69	1209
1969-70	1219
1970-71	1475
1971-72	1989
1972-73	2992*
1973-74	3643*
1974-75	4596*
1975-76	4914*
1976-77	5705*
1977-78	7445*
1978-79	6485*
1979-80	7457*
1980-81	8295*
1981-82	8857*
1982-83	5596*
1983-84	6349*

* Figures include non-credit enrollment
** Information courtesy MiraCosta College Admissions and Records Office
*** No enrollment figures available

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